Y 4. R 31/3: 104-3

TRENDS IN FEDERAL LANDOWNERSHIP AND MANAGEMENT

RETAIN 5 YEARS ONLY
ANNEX

GOVDOC
Y4. R 31/3: 104-3

HEARING

BEFORE THE

COMMITTEE ON RESOURCES
HOUSE OF REPRESENTATIVES

ONE HUNDRED FOURTH CONGRESS

FIRST SESSION

ON

THE EFFECT THAT FEDERAL OWNERSHIP AND MANAGEMENT OF PUBLIC LANDS AND THE CONDEMNATION AND RESTRICTION OF PRIVATE PROPERTY HAS ON LOCAL AREAS

MARCH 2, 1995—WASHINGTON, DC

Serial No. 104–3

Printed for the use of the Committee on Resources

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TRENDS IN FEDERAL LANDOWNEWSHIP AND MANAGEMENT

THURSDAY, MARCH 2, 1995

HOUSE OF REPRESENTATIVES,
COMMITTEE ON RESOURCES,
Washington, DC.

The committee met, pursuant to call, at 11:00 a.m., in room 1324, Longworth House Office Building, Hon. Don Young (Chairman of the Committee) presiding.

STATEMENT OF HON. DON YOUNG, A U.S. REPRESENTATIVE FROM ALASKA, AND CHAIRMAN, COMMITTEE ON RESOURCES

Mr. YOUNG. The Committee on Resources will come to order. The committee is meeting today to hear testimony on trends in Federal landownership and management. As you know Rule 6F of the committee rules limits oral opening statements in the hearings to the Chairman and Ranking Minority Member. However, since many Members played a key role in requesting this GAO report, I would ask unanimous consent that additional Minority Members be permitted to give an opening statement if they so desire. No objection. So ordered. Of course, as I said before, if any Members would like to make an opening statement they can go ahead and do it.

During my 22 years as a member of this committee, I have painfully witnessed—as I have said many times—the legislative lockup of hundreds of millions of acres of public lands and the condemnation of private property all under the laudable goal of preserving the environment.

In Alaska alone over 150,000,000 acres of public lands have been locked up as wilderness, national parks, wildlife refuges, or other restrictive designations. This amounts to an acreage equal to the area of California and Minnesota combined.

I have never believed that the official government statistics which show that Federal landownership has actually decreased in the lower 48 states. As a result, last year Congressman Pombo and I requested the GAO determine how much public land has been locked up for multiple-use management and the net gain in Federal landownership since 1964. Although I do not intend to steal GAO's thunder regarding their testimony and accompanying report, I cannot resist revealing several of their findings.

As you can see from this chart facing you, GAO found that 95,000,000 acres of public lands have been locked up in varying degrees during this 29-year period. This is an area nearly as large as the entire state of California. California has 101,000,000 acres.

Furthermore, during that same period the Federal Government has increased its land holdings by 19,000,000 acres. This is nearly as large as the combined area of six states of Rhode Island, Delaware, Connecticut, Hawaii, New Jersey and Massachusetts. This amounts to a five percent increase in Federal ownership by four Federal land management agencies.

Finally the chart shows that the percentage of Federal lands which has been locked up for multiple use has quadrupled during this period from 7.8 percent in 1964 to 31.3 percent in 1993. This does not include millions of acres contained in the California Desert Protection Act which was enacted after GAO completed its study.

I look forward to hearing from today's witnesses from outside the Beltway who are victims of abuse in acquisition schemes approved by past Congresses and implemented by the government agencies. Hopefully their testimony will cause all committee members to think long and hard before they even think of following the path of past Congresses which often ran roughshod over rural communities and the rights of private property owners.

Furthermore, may I suggest, as we increase Federal land ownership we decrease the chances for economic development for a tax base for local communities. We are the only nation in the world today that is actually going in the direction of socialism. Other nations are going to private ownership of land, private protection of land. It is rare—in fact, I have challenged the case where you can show us where any time any Federal lands have produced significant tax dollars or moneys to the local economy. Some will say, "Well, this is good for tourism." Some will say, "It is good for recreational purposes." I would agree if in fact they were actually available for that use.

I am going to suggest respectfully—I hope the members of this committee will see—that we have gone in the wrong direction. We have created areas of what we call restrictive use and not multiple use, and we have set forth with the concept of true sound management of these lands for the benefit of the American people, for the benefit of the people who live in local areas. With that, I will yield to the Ranking Minority Member at this time.

Mr. KILDEE. Mr. Chairman, at this time I would like to submit for the record a statement by Mr. Miller. And I will forego a statement at this time and submit one later.

[Statement of Mr. Miller follows:]

STATEMENT OF HON. GEORGE MILLER, A U.S. REPRESENTATIVE FROM CALIFORNIA

Mr. Chairman, this is an interesting hearing. It reminds me of the old adage that there are statistics and then there are damn statistics. I note that the GAO has provided you with only a factsheet rather than the usual report. Evidently this is because the GAO is working on a more comprehensive report on this matter for you. Frankly, Mr. Chairman, I believe we would have been better off to wait for that report. Statistics without context can be very misleading.

For example, why was the GAO review focused solely on the last 29 years? Could it be that the Wilderness Act didn't become law until late 1964 and as a result there was no designated wilderness in 1964 to plug into the equation? There is no question that the amount of Federal conservation lands has increased as a result of wilderness being designated. Wilderness legislation has had strong support in the Congress and with the American public.

GAO is also reporting that the land managed by the Forest Service, Fish and Wildlife Service, and the National Park Service has increased over the past 29

years, with nearly all the increase being with the FWS and NPS. What you won't find from the GAO is the fact that nearly 79 percent of the two agencies' increase is the result of the transfer of BLM land that was done as part of the Alaska Lands Initiative.

Furthermore, the GAO states that 43.5 percent of Federal lands is restricted for conservation purposes. Sounds interesting except when you consider that while 100 percent of the FWS and NPS lands are classified for conservation purposes, less than 24 percent of the 458 million acres managed by the BLM and Forest Service are so classified. In addition, nowhere in the GAO's factsheet will you find any statistics on how public use of Federal lands has more than doubled or how visitation to our national parks has exploded in the past 29 years. And what about these restricted Federal lands? The GAO doesn't tell us that these lands may have hunting and fishing, grazing, commercial developments, even oil and gas leasing.

I believe what the GAO hasn't reported is as important as what it has reported. As I noted at the onset, statistics without context can be misleading. Let's get the whole story, Mr. Chairman, not just part.

Mr. Chairman, I also feel it is important to note a disturbing aspect of this hearing. Democratic staff was told earlier this week that the GAO factsheet was embargoed and was to be released today. In fact, when Democrats received GAO's testimony on Tuesday, we were asked by your staff not to divulge the testimony since it was essentially a restatement of the GAO facksheet. We honored that request. You can imagine our surprise when, in looking over the testimony of today's public witnesses, we found at least one public witness quoting extensively from the GAO factsheet. What gives, Mr. Chairman? When your staff says a report you requested is embargoed until a hearing does that mean it is embargoed only for certain individuals, that some of the public has access to the report and not others? I hope this incident was an abberation and that it does not reflect any policy on your part.

Mr. YOUNG. I would like to recognize Mr. Hansen.

STATEMENT OF HON. JAMES HANSEN, A U.S. REPRESENTATIVE FROM UTAH

Mr. HANSEN. Thank you, Mr. Chairman. I appreciate you holding this hearing today. The GAO has simply confirmed what many of the veterans of this committee have known for years, and that is we are locking up millions of acres of land with little or no recognition of the overall cumulative effect. It is time that the American people realized just how much of this nation is set aside for conservation purposes and how much land this government is buying each year.

Setting aside lands for conservation purpose has been a success of our nation. We have clearly preserved for future generations the crown jewels of our nation. Yet how much is enough? Our standards have fallen. Our sense of balance has been ignored. And we have locked up land with little or no guidelines.

We have already demonstrated that the National Park Service has grown dramatically over the past decades with no real sense of direction and my suspicion is the same for other agencies. The wilderness designation process has been nothing more than a numbers game. It is not about reserving special areas untraveled by man, it is about locking up lands.

The original authors of the Wilderness Act estimated there would be no more than 20,000,000 acres in the entire country which qualified for that special designation. I wish people would go back and read that. We now have nearly 100,000,000 acres and counting. The views of agency professionals are routinely ignored and substituted by the views of some self-proclaimed environmentalists or by Members of Congress who have not even visited the area.

This is not solely the fault of the agencies nor the environmental community, but the fault most squarely rests on this committee.

Most of these designations came out of this committee, and we must take responsibility for them. I am dedicated to living up to the standards set forth in the Wilderness Act. I am dedicated to forcing the Park Service to reevaluate its mission. And most importantly, I am dedicated to the BLM and the Forest Service to live up to their respective missions of multiple use and sustained yield. Thank you, Mr. Chairman.

Mr. YOUNG. Are there any other members who wish to make an opening statement? No other members wish to make an opening statement? If not, I would like to call the first panel. It consists of Mr. John Anderson of the U.S. General Accounting Office. I remind the witnesses under our committee rules the entire statement will appear in the record. And, Mr. Anderson and subordinates who are with you, welcome to the committee. Glad to have you. Thank you for your report. You may proceed at whatever your discretion is.

STATEMENT OF JOHN ANDERSON, GENERAL ACCOUNTING OFFICE; ACCOMPANIED BY RALPH LAMOREAUX, RON JOHNSON, AND LEW ADAMS

Mr. JOHN ANDERSON. All right. Thank you, Mr. Chairman. I will summarize my statement and ask that the entire statement be entered into the record.

[Statement of Mr. John Anderson may be found at end of hearing.]

Mr. JOHN ANDERSON. With me today are Ralph Lamoreaux and Ron Johnson. And helping out with the charts is Lew Adams. They worked primarily on this report.

We are pleased to be here to discuss our report to you and Representative Pombo on the trends in the amount of one, federally owned land; and two, Federal acreage set aside for conservation purposes. The Federal Government owns about 30 percent of the land in the United States. Our work covered the four Federal agencies that manage about 95 percent of this land—Agriculture's Forest Service and Interior's Bureau of Land Management, Fish and Wildlife Service, and National Park Service.

Most of their land is located in 12 western states. In summary for the 29-year period from 1964 through 1993 the overall amount of land managed by the four agencies decreased by 77,000,000 acres from about 700,000,000 to about 623,000,000 acres. However the overall decrease is skewed because of two unique land transfers in Alaska—the transfer of about 76,000,000 acres to the state of Alaska as part of Alaska becoming a state and the transfer of about 36,000,000 acres to native Alaskans as part of the Alaska Native Claims Settlement Act.

Excluding these two large transfers the overall amount of land managed by the four agencies actually increased by 34,000,000 acres. Over the same period the number of acres set aside for conservation purposes increased about 220,000,000 acres.

The General Services Administration publishes statistics on the amount of land managed by each Federal agency. But we found that their data was not current or reliable. Therefore we obtained the data for our report directly from each of the four agencies.

The Park Service manages the National Park System for the enjoyment of current and future generations. And the Fish and Wild-

life Services lands are used to conserve and protect wildlife. BLM and Forest Service lands support a variety of uses including recreation, timber harvesting, mineral production, livestock grazing, fish and wildlife habitat, and range lands.

At the end of fiscal '93 the four agencies we reviewed managed about 623,000,000 acres of Federal land, about 27 percent of the U.S. land area. The graph before you shows—and Appendix I to my formal statement shows—that over the 29 years from '64 to '93 the amount of forest, fish and wildlife, and park land increased due to transfers of land from BLM and new land acquisitions. Forest Service land increased 5,000,000 acres. Fish and Wildlife Service land increased 65,000,000 acres. And Park Service land increased 49,000,000 acres. Over the same period BLM land decreased about 197,000,000 acres.

Since the end of fiscal year '93 the four agencies have further increased their land holdings. For example, in fiscal year 1994 they acquired about 203,000 more acres. The amount of land managed by the four agencies in each state vary greatly—from less than one percent in Iowa to 81 percent in Nevada.

The second chart before you that is coming up right now, and Appendix II to my statement, shows the percentages of Federal land in each state managed by the four agencies at the end of fiscal year 1993. In 12 western states these agencies managed more than 25 percent of the land including 66 percent of Alaska, 62 percent of Utah, 61 percent of Idaho, and 52 percent of Oregon.

Over the 29-year period the amount of land managed by the four agencies increased in 46 states and the District of Columbia by 20,000,000 acres and decreased in four states including Alaska by over 97,000,000 acres. However, as I said before, if the two unique land transfers in Alaska are excluded, the amount of Federal land in Alaska also increased by nearly 16,000,000 acres.

The next map before you, and Appendix III to my formal statement, shows the change over the 29-year period in the percentage of Federal land managed by the four agencies in each state.

Turning now to Federal land set aside for conservation purposes, over the years a number of laws and administrative restrictions have been imposed to conserve and protect both public and private lands and affect what can be done on the lands. The amount of the four agencies' land with conservation restrictions increased from 51,000,000 acres or about seven percent of the agencies' total acreage in fiscal year 1964 to 271,000,000 acres or almost 44 percent of their total acreage in fiscal year 1993.

All of the Fish and Wildlife and Park Service lands are restricted for conservation purposes and a portion of BLM and Forest Service lands are set aside for such things as wilderness and recreation areas. Most of the Federal acreage with conservation restrictions is located in 12 western states.

And finally the next map before you, and Appendix IV to my statement, portrays this information. The percentage of Federal lands set aside ranges from a low of 17 percent in Nevada to a high of 100 percent in Hawaii.

Mr. Chairman, we plan to issue a more comprehensive report later this year to you and Mr. Pombo that will address, among other things, the reasons for changes in Federal landownership,

methods used to acquire land, and the amount of private land under Federal regulatory control. This concludes my statement and I would be happy to respond to any questions.

Mr. YOUNG. I thank you for coming. One of the questions—the fact that 30 percent of the country is owned by the Federal Government and 44 percent of the Federal land is locked up, I don't believe it tells the whole story. For example, does your report address how much land is owned by other public state's agencies such as states and local governments?

Mr. JOHN ANDERSON. No, Mr. Chairman, it doesn't. This is something that we plan to try to get.

Mr. YOUNG. That will be in your upcoming report?

Mr. JOHN ANDERSON. Right.

Mr. YOUNG. See, what we are looking for is the total mass of land owned by government agencies. And I want to stress again government agencies—there is no tax on government agencies' buildings nor property. There is no economic base. So that will come up in your next report. Does your report address how much of the remaining 56 percent of the Federal lands are encumbered by environmental regulations which effectively preclude economic activities, in other words, de facto designations such as the 8,000,000 acres of timberland set aside last year by the Clinton administration for the spotted owl?

Mr. JOHN ANDERSON. No, it does not.

Mr. YOUNG. Can you do that in the upcoming report?

Mr. JOHN ANDERSON. I don't know. That could be very problematic but we will look at it and see what we can do.

Mr. YOUNG. Would you please let us know what is problematic about it at this time and why it can't be done because we want to get to the total land mass that has been actually set aside for exclusive use? Does this include military lands?

Mr. JOHN ANDERSON. No, it doesn't. Military lands are excluded from the numbers.

Mr. YOUNG. All right.

Mr. JOHN ANDERSON. 95 percent of the land is managed by the four major land management agencies—DOD manages most of the rest of the Federal land.

Mr. YOUNG. So that is about 27,000,000 acres?

Mr. JOHN ANDERSON. I believe.

Mr. LAMOREAUX. I am not sure just what the acreage is but of the five percent that is not managed by the four agencies included in our report, DOD has the majority.

Mr. YOUNG. OK, that would be about 27,000,000 acres that they take care. That is exclusive use too, that is not, well, that is multiple use in some areas. Your report states that the Federal Government owns over 650,000,000 acres of land. Is it correct that this figure only includes lands actually owned by the government, not additional lands which the Federal Government has authorized or intends to acquire?

Mr. JOHN ANDERSON. That is correct. And this is the land owned as of the end of fiscal year 1990.

Mr. YOUNG. So in your next report, the follow-up of this one, we will have the total again?

Mr. JOHN ANDERSON. Right. And it will be updated to include fiscal year 1994.

Mr. YOUNG. Could you tell me how much land from 1964 until now, the trend, is being purchased by the Federal Government, private lands?

Mr. JOHN ANDERSON. We tried to get a handle on that, and I think if you can picture a roller-coaster, it has been sort of like that. Generally speaking, if you look at the amount of funds that come out of the Land and Water Conservation Fund over the last ten years I would say roughly from '86 up until '91, the roller coaster was going up the hill. There has been a general downward trend then but there have been spikes and peaks that occur in that. So it is not clear-cut, it is like a roller-coaster ride. But generally speaking there has been an upward trend until the last three years.

Mr. YOUNG. Your report focuses on Federal lands. What about lands owned by the Indian tribes in America?

Mr. JOHN ANDERSON. They are not covered.

Mr. YOUNG. They are not covered at all? Your report focuses only on Federal lands. But there obviously are other public lands not considered in your report. For example, a recent article stated 26 percent of the lands in the state of Oregon are owned by the state, county, and cities meaning the total public ownership of Oregon is 78 percent. Can you tell us what the situation is with other public lands in other states?

Mr. JOHN ANDERSON. We can't at this time—but again that is something we are going to try to get for the final report.

Mr. YOUNG. My time is about up. Are there any other questions? Then I have some more questions but I would like to yield at this time to Mr. Hansen—excuse me, Mr. Kildee. I am sorry.

Mr. KILDEE. Well, just briefly. Mr. Chairman, my son serves on some Federal land in your state at Fort Wainwright in Fairbanks, Alaska. And that is of course under the jurisdiction of the Department of Defense. Let me ask the witness why did the GAO report focus solely on the last 29 years?

Mr. JOHN ANDERSON. I think the primary reason for it was because we thought that 1964 would be a good starting point. That is when the Wilderness Act was enacted and there was some information that was developed from '64 through '89 when we were discussing this assignment with representatives of the Chairman's and Mr. Pombo's offices. And it seemed like a logical point then to just to try to update that information and get it as current as we could.

Of course, what we found when we looked into the information was that a lot of the information came from GSA and wasn't necessarily accurate. So we gathered our own data.

Mr. KILDEE. And there was no designated wilderness in 1964 to plug into the equation. In my mind there is no question that the amount of Federal conservation lands of course increased as a result of the wilderness being designated. And the wilderness legislation has had strong support here in the Congress and strong support from the American people.

Mr. Chairman, you can recall that in my other incarnation before I went on Budget Committee that I was a chief sponsor of the bill

that designated 100,000 acres in Michigan as wilderness area. And I think the fact that the Wilderness Act was not in effect when this report was written doesn't tell the full story that wilderness designation is one of the big reasons why more has been put into a reserve status.

And I think we have to recognize that Federal ownership and designation, reserved use generally, has been accepted positively by the American people and certainly positively by the people here in the Congress of the United States. I just want to make that point.

Mr. YOUNG. If I may, it has been accepted by this Congress under the leadership of your party. But it has not been accepted by those people that are directly affected. If you take a poll, most of the wilderness area set aside was opposed by those it was designated and the representative from that area. We could get into a philosophy argument.

It is my concept that this should be a representative form of government, not nationalism. And when someone on our side of the aisle and mostly all of our side, and yes, even on your side of the aisle says no and their people say no, we have no right to say that is the best way to go.

And I think really the purpose of this report is to show the accelerated growth of purchasing of land and restrictive use and what it has done to the ability of the American people to enjoy those lands and, in fact, what it has done to the economic strength of this country.

We cannot ever balance this budget nor can we ever have the wealth of this country as needed if we don't have access to and the ability to manage the lands. Preservation does not manage the lands. That is a difference of philosophy.

But it was your district, and I understand where you are coming from. But you have no right nor this gentleman here have a right to tell myself or Mr. Hansen that this is the best for the national interest regardless if the Federal Government owns it or not because we have communities that live next to those lands that have gone broke, have lost their economic well-being because of the actions of the agencies, I call this interest groups.

Mr. KILDEE. May I just——

Mr. YOUNG. Yes.

Mr. KILDEE [continuing]. respond briefly, Mr. Chairman? You know, both of us love this country. Both of us love the lands and the beauty of the country. I think we have a different approach. But you mentioned my party. Well, my own bill, Mr. Chairman, had bipartisan sponsorship and my bill was signed into law by President Ronald Reagan.

Mr. YOUNG. And it was your district.

Mr. KILDEE. And I——

Mr. YOUNG. It was your district.

Mr. KILDEE. It was not in my district. It was up in Mr——

Mr. YOUNG. It was in your state.

Mr. KILDEE. In my state.

Mr. YOUNG. OK, keep that in mind.

Mr. KILDEE. But it was signed by the President of the United States Ronald Reagan. I have the pen for that. So I think the designation of wilderness area has been a bipartisan endeavor and

generally been accepted by the American people, as a matter of fact, approved by the American people. I just want to make that point, it was not just my party.

Mr. YOUNG. Well, we will agree to one point, that the fact is it was in your state. If it was in your district, you are a person that should have agreed to it. If you didn't agree to it, it shouldn't have been passed. Gentleman from Utah.

Mr. HANSEN. Thank you, Mr. Chairman. Not to get in a kicking match with my friend from Michigan but the statement that this did not show—if you started in 1964 with the passing of the Wilderness Act, I think we all have to keep in mind that there has been different designations put there by BLM, Forest Service, or whatever it may be. One of those designations prior to 1964 and still much of the land is called preservation—or was that what they called it? Pardon me? Primitive area, excuse me, that they kept.

And I know in my state, for example, the Uinta Mountains which is 500,000,000—no, excuse me, 5,000,000 acres was in a primitive area for that entire time. So a lot of that really wouldn't reflect that because much of that primitive area is area that is considered prime wilderness area. So I don't know if that would cause that big thing.

Minor point maybe, Mr. Kildee, but still a point that would change. Gentleman?

Mr. KILDEE. Just one point and I think that we have to recognize that there are figures and there are statistics but very often you have to look to the reasons behind those statistics. And I merely wanted to point out that the Congress and the American people generally approved this designation of wilderness and that is one of the reasons behind the figures that we have here.

Mr. HANSEN. That is another argument I guess we could get in if we wanted to. I have found over the years that everybody is for wilderness until they understand the definition. It is fun to go to a high school class and say how many of you are for wilderness, and they all say, "I am." Every hand goes up. And then say, "Let me go through it and explain to you that you can't take your four-wheel drive in there," what you can and can't do and then ask the question at the end of your lecture. Sometimes you get an entirely different response. But that is not the reason we are here.

Let me just say this if I may. Your presentation, Mr. Anderson, was very interesting. Can you tell how much the land acquired by the Federal Government has been put to multiple use purposes and how much of the acquisitions since 1964, as far as you went on your statistics, are primarily for preservation purposes? Did you break that down at all?

Mr. JOHN ANDERSON. I think we have got some rough numbers for part of it. Generally speaking, the Fish and Wildlife Service and the Park Service lands are considered to be 100 percent for conservation, and are therefore not available for any other uses. With regard to the other two, it is a little tougher to tell.

I guess for some reason it sticks in my mind that of the BLM lands, 57,000,000 acres are restricted and about 49,000,000 acres of the Forest Service lands are restricted.

Mr. HANSEN. In your testimony you also talked about the book put out by BLM and GSA which is a Public Land Use Statistics

booklet. In your testimony you kind of call that into question, the authenticity of it, whether or not you feel it is a legitimate document. To me that kind of puts a red flag to the members of this committee saying maybe this isn't the best document to look at. You apparently feel it is flawed in some way, is that correct?

Mr. JOHN ANDERSON. That is correct. There is one table particularly in that publication that breaks up the amount of Federal land by each state. And really that information comes from these statistics that are published by GSA. BLM really doesn't do anything except get that information directly from GSA. And we found that the information from GSA is pretty unreliable and outdated. So that is why we felt it was best to go directly to the agencies to get it.

Mr. HANSEN. Well, that sure throws a red flag to this committee if I may respectfully say so because in my years on this committee those things have been quoted extensively and people have said as if here's the Bible here, been written and so there it is. Therefore there is no debate. I would hope, Mr. Chairman, we take that into consideration.

Mr. YOUNG. Gentlemen, I would suggest maybe we ought to write the New Testament.

Mr. HANSEN. I think we should call it the inspired version of the New Testament or maybe the authentic version of the New Testament. If I have any more time, Mr. Chairman, I just have one quick question. Your last chart you put up said that with restrictions—would you mind if we just quickly put that back up again for just a second, please? Would you specifically talk about what restrictions you are referring to there?

Mr. JOHN ANDERSON. The types of restrictions are those that I think are listed in the last page of our report, quite frankly. They are the wilderness and wilderness study areas, wild and scenic rivers, areas of critical environmental concern, research natural areas, national conservation areas, national monuments, national primitive areas, national recreation areas, national game refuges, national scenic research areas, and then there is a miscellaneous category.

Mr. HANSEN. I think that is quite a revealing chart you have up there. I don't think people are fully cognizant of the percent of how much of that was restricted. And I guess that is on the last page of your report here. My staff just pointed that out to us.

Mr. LAMOREAUX. The chart also includes the National Park Service land as well as Fish and Wildlife Service land.

Mr. HANSEN. It does include the Fish and Wildlife Service. The Chairman asked the question but it does not include military nor does it include Indian reservations, is that right?

Mr. JOHN ANDERSON. That is correct, that is right.

Mr. HANSEN. And you don't have that information right now?

Mr. JOHN ANDERSON. No.

Mr. HANSEN. Thank you, Mr. Chairman. I appreciate it.

Mr. YOUNG. The gentleman from California, Mr. Doolittle?

Mr. DOOLITTLE. Your report indicates that 78 percent of the Federal land in the state of California is already locked up which the chart shows there. Does that figure include the nearly 8,000,000 acres of land locked up by the California Desert Protection Act late last year?

Mr. JOHN ANDERSON. It might include some of that if that land was already federally owned at the time that the act was passed but it may not include other parts.

Mr. DOOLITTLE. So the part that was federally owned it would include at least?

Mr. JOHN ANDERSON. That is correct.

Mr. DOOLITTLE. OK. We have got the figure here that 220,000,000 acres of Federal land have been put under some type of conservation restriction in the last 30 years which I find remarkable. That doesn't include I guess all the additional Federal land which has been placed under some type of regulatory restriction, say the forest land—millions of acres of forest were set aside I guess as a result of this spotted owl controversy. That is not included in there either, is it?

Mr. JOHN ANDERSON. No, it is not.

Mr. DOOLITTLE. Well, of the 220,000,000 acres of conservation designations could you tell me roughly what percentage has been put in place by Congress and what in place by the various agencies themselves?

Mr. JOHN ANDERSON. We have some rough numbers on this. We tried to get this information from the agencies themselves. But roughly speaking 93 percent of the Park Service's law is legislatively restricted versus the 7 percent that is administratively restricted. The Forest Service is about the same, about 93 percent legislative, seven percent administrative. BLM, about a third; 34 percent of its land is legislatively set aside, 66 percent is administratively set aside.

For the Fish and Wildlife Service, we didn't have any real luck with them in trying to get a break out of legislative versus administrative.

Mr. YOUNG. When you say you didn't have any luck did they cooperate with you or did they——

Mr. JOHN ANDERSON. Yes, I think it comes down to having the information readily available and trying to make a determination about whether or not their broad legislative authorities would be counted as legislatively being set aside.

Mr. YOUNG. In your future report can you pursue that for us, please?

Mr. JOHN ANDERSON. We will try to do that, yes.

Mr. YOUNG. OK, thank you. And by the way, while I have got you here did you discuss this data that you presented to us with the Federal agencies?

Mr. JOHN ANDERSON. Oh, yes, we did.

Mr. YOUNG. Did they offer any technical corrections?

Mr. JOHN ANDERSON. The report that you see includes any corrections that they gave to us.

Mr. YOUNG. You did incorporate them into your report?

Mr. JOHN ANDERSON. Yes.

Mr. YOUNG. Did you agree with those technical——

Mr. JOHN ANDERSON. Yes.

Mr. YOUNG. OK, that is—go ahead.

Mr. DOOLITTLE. I find it remarkable that the Federal agencies which administer this land can't give you definitive answers about

whether the restrictions were put in place by them or by Congress. I mean, did that strike you as odd?

Mr. JOHN ANDERSON. Well, again part of it is interpretation. Part of it is you are talking about 29 years and doing the research to check it out. But this is something that we will definitely look into and try to have something more definitive for our final report. But, yes, you would think that there would be a little bit better handle on it but there could be some extenuating circumstances as well.

Mr. DOOLITTLE. Of course we had the Park Service show up here recently—or Mr. Allard's Agriculture Subcommittee and they didn't know what they had done three or four years worth of budgets as to where the money even went. I mean, I find it absolutely unbelievable.

Mr. YOUNG. Will the gentleman yield again? For anybody who is interested after we get done this 100 days in ESA and wetlands and private property, as you know, one role is going to have a lot of answering from certain agencies and we are going to have very serious oversight responsibility.

Mr. DOOLITTLE. Thank you.

Mr. YOUNG. The gentleman from California, Mr. Calvert.

Mr. CALVERT. Thank you, Mr. Chairman. I am from California as Mr. Doolittle is, and in your previous testimony you mentioned Members of Congress who were not listened to. And the desert is certainly right next to my district. I was out there just last weekend, and let me tell you they are upset, frustrated. Things are happening to them that they didn't quite expect. And I want you to know that all the Members from that part of California were opposed to this but unfortunately it was thrust upon us.

Your testimony states that each of the four land management agencies manages land for unique purposes. Is that really true, all four of the agencies manage every type of land used from wilderness to mineral production and grazing? All the agencies are bound by the Endangered Species Act and all other types of laws. In short is there really all that much difference between the agencies?

As documented by the results of this report, it seems that the mission of the BLM and the Forest Service is moving away from multiple use management toward the preservation mission of NPS and Fish and Wildlife Service.

Mr. JOHN ANDERSON. Clearly, I believe—as the former director of the Park Service, Rienour, suggests in his book—that there has been a blurring in the lines and that there is definitely much less difference between the types of things that the four agencies do now than they used to do. For example, the Forest Service is moving much more into the arena of recreation and that sort of thing than they did in the past. So the answer to your question is yes, that there is a blurring of the lines if you will.

Mr. CALVERT. Your testimony specifically calls into question the Public Land Use Statistics booklet prepared by the BLM and GSA. Would you urge caution in Members using that book as a definitive reference?

Mr. JOHN ANDERSON. Yes, I would. Specifically that one table that I mentioned before is not that accurate. Now, this is something that we are going to be looking into in more detail and probably reporting on separately to GSA and BLM as well.

Mr. CALVERT. As far back as 1979 GAO issued a report suggesting that the Secretaries of Interior and Agriculture review their policies with regard to Federal land acquisition. In 1993 the Interior Inspector General issued a report on the Fish and Wildlife Service recommending that they suspend all future acquisitions because the funding for existing refuges was inadequate to meet the existing needs that the existing refuges had—unsafe conditions for the public and Fish and Wildlife employees.

Have you detected any change in the Federal land acquisition policy other than a slight reduction due to overall funding decreases?

Mr. JOHN ANDERSON. No, we really haven't seen much change there. And I would just like to offer one other comment in that regard. I think that this is something that is very important. As you can tell from the comments at the outset this is a very emotional issue and it depends upon a particular philosophy and that sort of thing.

But one of the things that I think must be considered when making these types of decisions is that it is not just the acquisition of the land, it is what comes after that in terms of managing of the land and maintaining the land. And there are costs associated with that.

There has been some legislation introduced in the last Congress and the current Congress concerning the Park Service to try to systematize this process a little bit. And I think that is something that might be applicable for all the land management agencies, not just the Park Service.

Mr. CALVERT. I thank the gentleman. Thank you, Mr. Chairman.

Mr. YOUNG. The gentlelady from Idaho.

Mrs. CHENOWETH. Mr. Chairman. Mr. Anderson, thank you for your testimony, and I appreciate your report. I have some further questions though. And not at all to put you on the spot but it is my opinion that there are far more lands that have been set aside for single use Federal management which could economically impact this country very soon in the form of a recession. As long as in one form or another we set aside lands for a single use, our ability to create original wealth is impacted.

And so with that in mind let me ask you, did you look into the lands that have been purchased by Nature Conservancy on a willing buyer/willing seller acquisition? Yet the lands are in a sort of never-never state, off the tax rolls and eventually will be shifted to ownership of one of the Federal agencies?

Mr. JOHN ANDERSON. No, we did not look at that.

Mrs. CHENOWETH. Do you have an idea about how much money Nature Conservancy has to buy up these lands?

Mr. JOHN ANDERSON. I don't. I don't know——

Mr. LAMOREAUX. That was not a part of this current effort.

Mrs. CHENOWETH. I think it is relevant and for the record I would like to say that in 1992 their annual revenues were $258,000,000, much of which would go into land acquisition which has the net effect of narrowing the tax base. Furthermore, did you take into consideration the land set aside as Federal highway lands?

Mr. JOHN ANDERSON. No.

Mrs. CHENOWETH. Would you do that?

Mr. JOHN ANDERSON. I think we can look at that, yes, ma'am.

Mrs. CHENOWETH. Did you take into consideration the land set aside for energy production and transmission, such as lands that are owned under Federal Energy Regulatory Commission licensing, transmission lands for BPA, TVA, and various other federally controlled energy producers including the nuclear engineering laboratories?

Mr. JOHN ANDERSON. Only if those lands are technically federally owned. If the Federal Government just had an easement right or something like that, they wouldn't be included.

Mrs. CHENOWETH. If they are owned by the Federal Energy Regulatory Commission with a license given to a utility, then they are federally owned, I would assume?

Mr. JOHN ANDERSON. They really should be counted then, yes. But they wouldn't be in our numbers since we focused on the four primary land management agencies. But the percent would probably be pretty small.

Mrs. CHENOWETH. Mr. Anderson, would you consider that in your next report?

Mr. JOHN ANDERSON. OK, we will take a look. I do want to make clear that for the scope of what we are talking about, we focused on the four major land management agencies which have responsibility for 95 percent of all Federal lands. But we can see what type of information is available on this other data.

Mrs. CHENOWETH. I would appreciate that because it impacts our taxpayers. This is far away from ideology. This is a dollar-and-cents issue—who is going to end up bearing the taxes or the demands of this country and where do we produce the wealth. Furthermore, there were lands that were set aside and given to the states in the western states, primarily Oregon and California, called O and C lands. They are owned by the Federal Government. Would you look into that also?

Mr. JOHN ANDERSON. Yes.

Mrs. CHENOWETH. And then the lands that are owned and controlled by the Corps of Engineers. And then in the upper northwest there are lands that are being controlled by the National Marine Fisheries Service under a biological opinion. Those lands are referred to as Option Nine or Pac-Fish Lands which affect not only Federal but state and private lands. Would you look into that too? Thank you, Mr. Anderson. Thank you, Mr. Chairman.

Mr. YOUNG. Are you ready—my good friend from the chief, the gentleman from American Samoa. Well, I don't think he is quite ready. He has got his guns loaded here so——

Mr. FALEOMAVAEGA. I just have a couple of——

Mr. YOUNG. Oh, go ahead.

Mr. FALEOMAVAEGA. Oh, OK. Just wanted to find out what the dollar value of the 650,000,000 acres that the government controls.

Mr. YOUNG. I don't think that we have any good estimates of that.

Mr. FALEOMAVAEGA. Can you wing it or——

Mr. YOUNG. If the gentleman would yield and let us go real estate-wise. The cheapest real estate you can buy is at least $200 an acre. Even if it was $2 an acre under the mining laws, you can fig-

ure how much that is. But we will go to $200 an acre. So figure that one out.

Mr. JOHN ANDERSON. I did some rough calculations in preparing for this testimony and looking at the funds that are requested by the four primary land management agencies for the fiscal '96 budget. And I believe they must have been figuring on $1,200 to $1,800 an acre for some of their estimates. So it would be depending on where it is.

Mr. FALEOMAVAEGA. Mr. Anderson, you mentioned in your statement that in 1993 there was an increase in acreage of Federal lands administered by the four agencies. Can you explain why the increase? Are we buying more land or how——

Mr. JOHN ANDERSON. We are acquiring the land using various techniques. We are purchasing the land. We are transferring the land from one Federal agency to another. We are acquiring the land through land exchanges and donations and various and sundry things.

Mr. FALEOMAVAEGA. I see. You don't think that perhaps a better option would be to give these lands to the states properly? What is it, about 85 percent of the land of the state of Nevada is owned by the government? Do you think that is a fair way the states should be controlled?

Mr. JOHN ANDERSON. Based upon the comments that were made earlier, I don't think I want to get into that. That really comes down to a policy call for the Congress to make, and it depends upon where you sit. 81 percent of Nevada is federally owned. And is that a good thing or a bad thing? I would rather you all debate it and decide, quite frankly.

Mr. FALEOMAVAEGA. You ought to run for office. I am just curious. Two of the four agencies—which agency has the biggest bulk of this 650,000,000 acres?

Mr. JOHN ANDERSON. Oh, Bureau of Land Management by far, about 268,000,000 acres.

Mr. FALEOMAVAEGA. Would you care to comment about the grazing fees and of the sort that——

Mr. JOHN ANDERSON. I would prefer not.

Mr. FALEOMAVAEGA. Sir, thank you.

Mr. YOUNG. Mr. Allard.

Mr. ALLARD. Mr. Chairman, thank you. I don't have any questions right now.

Mr. YOUNG. Mr. Radanovich.

Mr. RADANOVICH. Yes. Thank you, Mr. Chairman. I want to make, Mr. Anderson, an observation that I am hoping that you will confirm for me. I am from the 19th District in California and most of my district is in the Sierra Nevada Mountains. I noticed that of your agencies there seems to be a range from conservationists to preservationists—ranging from the Bureau of Land Management to the National Park System.

As I see the charts, I see not only the larger portion going to BLM status, but also within those numbers and over time an increase in transition from BLM which would normally be a conversationist agency allowing resources to be used into Federal park—or forest service and national park land which is strictly preservationist. To give you an example, in the Sierra Nevada

Mountains there are national parks, like Yosemite National Park, Sequoia and Kings, and all three of those are in my district.

Over a series of time there has been a successional lockout of industry in that area. There were three logging mills in my district two years ago. There are none now due to clamping down of harvesting in the Sierra and Sequoia National Forests.

My overall view is that what the preservationists are after is what we call in the Sierra the Range of Light National Park, which would be the eventual preservation of the entire range of Sierra Nevadas from Mount Lasse down to Mount Whitney into one national park which would effectively lock out any industry from the Sierra Nevadas altogether.

What I would like to get from you is in observation of your charts and your investigation do you see a trend within those four agencies, a move from a conservationist's perspective to a preservationist's perspective.

Mr. JOHN ANDERSON. I am not sure if I am understanding what you mean by the trend from conservation to preservation. But clearly there has been a shift from BLM, and the biggest part of that shift is to the Park Service and the Fish and Wildlife Service. Clearly, you can see that from the numbers. And of course the Park Service and the Fish and Wildlife Service lands are generally considered to be set aside for conservation purposes.

Mr. RADANOVICH. OK. So the trend is obviously from a less restrictive use to a more restrictive use, OK?

Mr. JOHN ANDERSON. Yes, sir.

Mr. RADANOVICH. Thank you.

Mr. YOUNG. Thank you, gentlemen. Mr. Vento.

Mr. VENTO. Thank you, Mr. Chairman. This is an interesting report. At the request of now-Senator Thomas last year who as the chairman may remember—I don't know if he was in attendance at the meeting but I know that he was interested—we held a hearing on public landownership in the past session of Congress. And the information that came out of that hearing was largely drawn from the public land statistics which is a document maintained by the Bureau of Land Management.

And I think the indication was and I think the record would show that their data, their published data, they do this annually, is that in fact there had been a decrease in terms of Federal landownership in almost every western state as well as other states. For instance in Minnesota I know that BLM gave up 8,000 acres of land with reverters on I guess for conservation purposes to my state and the eastern states as they go through this process of trying to excess various parcels that are uneconomic to manage and hand them over, for instance, to a state natural resources agency to manage.

And I don't know the basis. The GAO apparently found that those numbers were not correct but apparently they are using information from the General Services Administration, Mr. Anderson. Can you give me a 30-second answer as to why?

Mr. JOHN ANDERSON. Why BLM is using GSA?

Mr. VENTO. Why you are using—why you chose to use GSA.

Mr. JOHN ANDERSON. Well, no, we didn't use GSA. The first place that we went to was to GSA and then we also went to BLM to try to find out whether or not we could——

Mr. VENTO. Where did you——

Mr. JOHN ANDERSON. We went directly to the agencies themselves, the four land management agencies.

Mr. VENTO. Small differences offer a different view or a different image in terms of what is going on.

For instance, let me ask you in terms of the public lands here. Much of the Department of Defense has permits for a variety of lands. You didn't look at Department of Defense permits or other types of lands. But some of the land that would be classified as BLM—and/or Forest Service—may well be under the control of DOD, is that correct?

That is permitted, that land is still permitted to them.

Mr. JOHN ANDERSON. We looked at who actually owned the land.

Mr. VENTO. Pardon?

Mr. JOHNSON. We looked at who actually owned the land. Was it BLM——

Mr. JOHN ANDERSON. Yes.

Mr. VENTO. Who owned it, right. They own.

Mr. JOHN ANDERSON. Right.

Mr. VENTO. They are permitting the use of it so it is BLM or Forest Service land.

Mr. JOHN ANDERSON. In our next review we intend to include what these agencies have as far as easements——

Mr. VENTO. Well, let me just put it a different way. Has there been—I mean, in terms of land classification and designation—an increased classification of the various public lands from 1964 to 1993 or 1994 that you have studied here?

Mr. JOHN ANDERSON. I don't think——

Mr. VENTO. Has there been an increased designation of public lands generally for various and specific uses from 1964 to 1994?

Mr. JOHN ANDERSON. I am not sure if I understand——

Mr. VENTO. The answer is yes, there has been.

Mr. JOHN ANDERSON. OK.

Mr. VENTO. So just say yes.

Mr. JOHN ANDERSON. OK, yes.

Mr. VENTO. No, I don't—I think it is almost indisputable that there has been more public lands and lands have been designated as parks, lands that have been designated as Fish and Wildlife Service. In other words, the whole point is that we are defining how these public domain lands or national forest lands are used. I mean, you obviously recognize that 1964 or 1965 we passed the Wilderness Act. So all of a sudden now we have got wilderness areas. Before that we didn't. So it isn't an arguable point. Does the Chairman want me to yield?

Mr. YOUNG. No.

Mr. VENTO. You don't want me to answer the questions of the witness?

Mr. YOUNG. No, I don't. I would like especially the gentleman——

Mr. VENTO. Oh, OK. I will let Mr. Anderson answer for himself. Mr. Anderson, do you want to answer my question again?

Mr. JOHN ANDERSON. Well, I wasn't sure that I understood your question.

Mr. VENTO. Do you understand it now?

Mr. JOHN ANDERSON. I am still not sure but I think if you are asking me if there has been an increase in the amount of Federal land, the answer is that overall there has been a decrease. But when you exclude the two unique situations in Alaska there has been a net increase.

Mr. YOUNG. Well, there has been an increase in the lower 48. That is documented.

Mr. VENTO. That was the first issue in terms of whether or not the statistics are correct with regards to the public domain in terms—you developed these on your own. I don't know what the methodology is. I don't want to—I have no basis to dispute that, Mr. Chairman, until I look at it. And of course if you exclude various things and add them—my point is that there has been an increased designation in the specific or special uses of the land——

Mr. JOHN ANDERSON. Yes.

Mr. VENTO [continuing]. not just for conservation purposes necessarily. And that depends how you define restricted use or conservation. How did you define that? Did you—for instance, if something is being used for mining is that a restricted use?

Mr. JOHN ANDERSON. No. I think our restrictive uses are basically those that are listed in the last page of our report.

Mr. VENTO. Well, tell me what they are because I haven't had time to read your report.

Mr. JOHN ANDERSON. OK, wilderness, wilderness study areas, wild and scenic rivers, areas of critical environmental concern, research——

Mr. VENTO. ACEC's there are designated by regulation by the BLM, yes?

Mr. JOHN ANDERSON. And these are Forest Service ones that I am reading from right now.

Mr. VENTO. No, the ACEC is BLM.

Mr. JOHN ANDERSON. OK, national conservation areas, national monuments, national primitive areas, national recreation areas, national game refuges, national scenic research areas. Then I look at the BLM types of restrictions that they call for, many of the same ones—wilderness, wilderness study areas, wild and scenic rivers. They have, it looks like a different one, a scientific research area.

Mr. VENTO. OK. Well, let me ask one more question.

Mr. YOUNG. Gentleman, your time has run out now and you can come around the second time around.

Mr. VENTO. I can't stay, Mr. Chairman. I was just going to—if I could have unanimous consent to ask one more question——

Mr. YOUNG. As long as it is short.

Mr. VENTO. In other words, the idea—GAO's definition constitutes a restriction for conservation—by what definition does it constitute restriction for conservation purposes? Isn't it true that the quote, "Restricted land may include hunting, fishing, grazing, commercial developments, even oil and gas leasing"?

Mr. JOHN ANDERSON. In some cases, yes, sir.

Mr. VENTO. Well, that is restricted use if it is for oil and gas——

Mr. YOUNG. Second question. The gentleman, Mr. Metcalf.

Mr. METCALF. I have no questions.

Mr. YOUNG. OK. The gentleman——

Mr. CREMEANS. From Ohio.

Mr. YOUNG. Mr. Shadegg, excuse me. I have got to go by the way you came in. I apologize.

Mr. SHADEGG. Thank you, Mr. Chairman. Let me just start by first asking you to briefly touch upon for me what the report shows with regard to the state of Arizona and withdrawal of lands in the state of Arizona?

Mr. JOHN ANDERSON. For the state of Arizona, if you will bear with us. You want to know how much Federal land is in Arizona?

Mr. SHADEGG. Just essentially what this study shows has happened in this time period in the state of Arizona. I think it would be in the table on page 36.

Mr. JOHN ANDERSON. That is part of the problem with all these numbers, you never know which one to go to. Let us see, OK. For Arizona—the table is entitled "Acreage Managed By the Four Federal Agencies and Percentage With Conservation Restrictions By State". And for Arizona the total acreage managed was 239,000,000. Acreage with conservation restrictions is 150,000,000 roughly.

Mr. SHADEGG. I think you are reading the line for Alaska.

Mr. JOHN ANDERSON. Oh, I am sorry. You are right. The total Federal acreage in Arizona is 29,867,000 acres. Of that amount, 8,471,000 acres are restricted, or 28 percent.

Mr. SHADEGG. And do you have the figures which show the degree to which that is an increase?

Mr. JOHN ANDERSON. Do we have that by state? We don't have it with us but we can provide that to you if you want it.

Mr. SHADEGG. OK. Well, in my state something over 40 percent—something closer to 40 or 41 percent—is now federally owned, and that seems to be a growing number. Let me ask you another question which goes to the table on the next page. The various types of restriction that you go into don't include restrictions against mineral exploration and yet it is my understanding that is another significant restriction and that indeed at this point only approximately 28 percent of all Federal land can you continue to explore for minerals on, is that your understanding? Do you have that figure?

Mr. JOHN ANDERSON. I am not sure. We don't know that.

Mr. SHADEGG. Is that something that you either looked at in your figures or could look at and bring to us because that is a significant restriction. I mean, to the extent that we are taking—we are not only restricting lands in these categories which are listed in the table on page 38, Table 3.3, but we are also restricting lands in that we are withdrawing them from mineral exploration and the growth in that, whether we are in fact increasing that restriction on more and more Federal lands is I think an additionally significant fact that I would like to know.

Mr. JOHN ANDERSON. OK. We will look into that, yes, sir.

Mr. SHADEGG. That is all I have, Mr. Chairman.

Mr. YOUNG. The gentleman from——

Mr. CREMEANS. Ohio.

Mr. YOUNG [continuing]. Ohio. Yes, go ahead. You are next.

Mr. CREMEANS. Did I jump in again?

Mr. YOUNG. Yes, you jumped in. That is all right. Mr. Pombo is busy.

Mr. CREMEANS. All I wanted, Mr. Chairman, was to ask for a unanimous consent that I have a copy of my statement appear in the record.

Mr. YOUNG. That is without objection so ordered.

Mr. CREMEANS. That is all I have. Thank you.

[Statement of Mr. Cremeans follows:]

STATEMENT OF HON. FRANK CREMEANS, A U.S. REPRESENTATIVE FROM OHIO

Thank you, Mr. Chairman. I have been a Member of the 104th Congress for almost two months. During this time, I have participated in a number of measures to reform Congress and the Federal Government. Today's hearing is only another example of how big government has taken it upon itself to look out for people by purchasing land for "their benefit" without asking its citizens if this was necessary. The United States has over a $4.8 trillion debt and seems to continually want to add new land to its already swelling 650 million acre inventory. Mr. Chairman, as I am sure that this hearing will demonstrate, the Federal Government needs to get out of the "real estate" business and get back to the important business at hand.

I would like to share with the Resources Committee an example that is currently taking place within the 6th Congressional District of Ohio. The Wayne National Forest, which currently owns 212,000 acres of land in twelve counties in southeast Ohio (30,000 acres are in Washington County), has laid siege to the Frontier School District. They want to purchase an additional 789 acres of land and add it to the 38% of the district that they already possess. If a constituent of mine would purchase this land, they would have to pay a yearly tax of $3.34 per acre to the school district. If the Wayne National Forest is successful in purchasing this land, they will only have to pay $.29 an acre, a price that is subsidized through the "PILT" fund. The difference is an additional loss of $1900 worth of tax revenue to the school district. Just imagine what this tax money could purchase for the students of the Frontier School District—new text books, new athletic equipment, or maybe just basic school supplies.

It does not make much sense to me to allow this transition to continue. In a time of belt tightening and penny pinching, how can I look in the mirror and let this type of travesty continue without taking a stand and put up a fight. Therefore, on February 28th, I introduced two pieces of legislation that would put a stop to this infringement upon the citizens of the Frontier School District. The first bill will place a moratorium on any additional land acquisitions until the year 2002. Maybe by then, with the U.S. Government's fiscal house in order, we would allow them to possibly "look" at additional land. The other piece will force the Federal Government to pay the same amount in taxes on land it acquires as that of an individual. Why should the Feds be any different! If they want to purchase land for whatever use, then let them pay a fair market value for it. It is my hope that these pieces of legislation will make the Federal Government think twice in the future with regards to land acquisitions.

Mr. Chairman, thank you for allowing this hearing to take place. I am sure that there are others who have had similar experiences as those of the people of Washington County, Ohio.

Mr. YOUNG. Mr. Pombo.

Mr. POMBO. You could ask someone else if you want, I don't care. I will make this as short but I have had a chance to go through the report. I have had some time to spend with it and go through it. And I think it validates what a lot of our concerns were and helps to erase some of the misinformation that has been out there.

I don't know if this question was asked before or not, and if it was, I apologize. But do you intend to go back and look at on a state-by-state basis to see how much land is owned by other government agencies including other Federal agencies as well as state and local?

Mr. JOHN ANDERSON. We definitely plan to include the other state and locals and that sort of thing. And then based upon the additional questions here, we will try to get some of information from some of the other agencies that are in the other five percent of the federally owned land. We will try to do that, yes, sir.

Mr. POMBO. Would you——

Mr. LAMOREAUX. Let me just make a comment. It is a monumental task to try to come up with information concerning all state, local—you know, county and local government ownership. We will try to get what we can. I think we can more easily get state ownership but when you start going toward the county and to the local governments then it becomes really a task to do that, and I am not sure how much of that information——

Mr. YOUNG. If the gentleman will yield.

Mr. LAMOREAUX. Yes.

Mr. YOUNG. We understand that. And if I may, I would like to request that and show us where it can't be done with the computer stage we have today because everybody is on tax rolls in every municipality and every county, et cetera. So it can be done.

The reason we wish to have this is again what we are trying to do, Mr. Pombo and the rest of the committee, is to show what this trend has done to the economic well-being of this country. As I will restate it again, there are no taxes raised for any county, municipal land, or Federal-owned buildings or land and what has happened to the tax base.

So it will give us some idea how far we have gone down the line of making us noneconomically sound. And that is the reason we are asking for it. So if you come back to me and Mr. Pombo later on and say this is an impossible task, we might accept that. But with the computer and the Internet and all this other gobbledygook we have got today that I don't understand, you ought to be able to collect that relatively—not easy but it can be done.

Mr. LAMOREAUX. We will do our best. We have yet to find the centralized source of that information, and we will attempt to look some more for it.

Mr. POMBO. I would appreciate that. And along those same lines would you be able to also include in that report the amount of land that is under some type of regulatory restriction which limits its use by the Federal Government? One example of that would be wetlands, how much privately owned land there is in say Louisiana that is under regulatory restriction as to its use because of Federal regulation.

Mr. JOHN ANDERSON. We will try that, yes.

Mr. POMBO. OK, thank you. And I do appreciate the report. I think you guys did a good job. Thanks.

Mr. JOHN ANDERSON. Thank you.

Mr. YOUNG. We will go onto the next panel in a moment. But first, Mr. Anderson, do you have any estimate how many of the 19,000,000 acres of increased Federal ownership in the lower 48 states is off limits to hunting?

Mr. JOHN ANDERSON. Off limits to hunting, I don't know that, no.

Mr. YOUNG. Could we also add to your little plate of endeavors to see whether we can find out how many—yes, Mr. Shadegg?

Mr. SHADEGG. Mr. Chairman, also I presume that the study will also reflect not only state owned land and municipally owned land but as well Native American owned?

Mr. YOUNG. Yes, thank you. Does anybody have other questions? Mr. Kildee.

Mr. KILDEE. Well, just one statement, Mr. Chairman. This is a very interesting hearing. It has been six years since I have had a hearing like this because I took my six years off to serve on Budget Committee.

But I would like to point out—and I understand the feelings of those who come from a state that has so much Federal land. I can certainly understand that. Michigan is not quite—although east of the Mississippi we probably have more Federal land than any other state east of the Mississippi.

But I want to point out that when we do designate a land as wilderness it is not, you know, totally fenced off. As a matter of fact, the organic law on wilderness—one example says that hunting, fishing, trapping, grazing shall be governed by state law.

And I can recall, Mr. Chairman, when I introduced my Michigan Wilderness Bill that I reiterated that language after I had a hearing up in the Upper Peninsula on that because they were concerned about that. But I have found out in Michigan that while before the act of designation of wilderness there is a great deal of concern that with a few years after the fact, at least in Michigan, people feel that it has served a useful purpose, particularly when you do allow these other uses, the uses for hunting, fishing, trapping and grazing. I just want to point out that we don't put a fence around the land, that there are other uses of the land.

Mr. YOUNG. We are well aware of that, I think. But 100,000 acres is but a period at the end of a sentence when it comes to western states. That means nothing. You have a surrounded infrastructure system there. There is an accessibility which we do not have. And under the provisions of most wilderness areas we are precluded from utilization unless you are Arnold Schwarzenager or somebody like that.

So there is a difference and that is why we say one shoe does not fit all and it goes back to my earlier premise. The premise of this hearing from Mr. Anderson is to show again the accumulation of lands, acquisition of lands, and the inability to multiply and manage those lands for the economic well-being of the people that live in that area.

Now, it does not affect the east apparently that much but it does affect the western states. And this is really intended why the follow-up will continue.

I want to thank Mr. Anderson and keep in contact with Mr. Pombo and myself on how we are doing on this because we are going to pursue this so the public will understand where we are headed as far as the idea of landownership and the ability to run an economic system which I believe this country was built on. Thank you very much.

Mr. JOHN ANDERSON. Thank you.

Mr. YOUNG. The next panel will be Ms. Anna Sparks from Humboldt County Supervisor; the Honorable Bob Lessard, Senator in Minnesota; Mr. John Baranek from Courtland, California; and Mr.

Terry Anderson, Political Economy Research Center, Bozeman, Montana. I know where Bozeman is, by the way, just a side point.

And we will go in the order in which I called them off, please. Ms. Anna, will you please—Ms. Sparks, proceed? There won't be a red light here but I will tap the gavel when you go beyond a certain period of time and be as lenient as I possibly can. And we will go through the full panel before we ask—the committee will ask—questions. So, Ms. Sparks, will you please go forth?

STATEMENT OF ANNA SPARKS, FIFTH DISTRICT SUPERVISOR, HUMBOLDT COUNTY, CALIFORNIA

Ms. SPARKS. Thank you, Mr. Chairman. I was sorry to see Congressman Vento leave because we have always had wilderness, it was just Congress had to anoint it, I guess, before it became fully wilderness and put restrictions on it. But I read our history and we had a lot of wilderness at one time that we could use for many things.

Mr. Chairman and Members of the Resources Committee, I am Anna Sparks. I am former Fifth District Supervisor of Humboldt County, California. I have been the supervisor for the past 12 years. I left office January 3 of this year. My former district is in the northern part of the county and is the home of the Redwood National Park, eight state parks, three county parks, six serve as national forests, Bureau of Land Management holdings, and private timberland.

History has shown that when land is removed from commercial production it not only is lost—not only is production lost but so are the jobs and work in direct production and those indirectly supporting the workers. The tax base upon which our local government depends to fund our schools, our libraries, our roads, welfare, medical support for those who cannot take care of themselves, and other basic services, such as clean water and law enforcement, are lost.

Humboldt and Del Norte Counties can cite statistical evidence of the negative effects of the Redwood National Park. There is little reason to believe the effects would be any different in any other state than they have been in California.

In 1968 the creation of the Redwood National Park eliminated 2,700 jobs. In 1978, ten years later, approximately 17 percent of all Humboldt County jobs and 25 percent of the Del Norte County jobs were lost to the park expansion. 3,500 men and women were compensated for their jobs. Many workers had a tough time trying to retrain into new jobs and careers because of their interest, their age, and employment history as was verified in your own GAO report.

The lack of opportunities for new placement in a closely related position caused some families to not find work. Others had to leave their families and friends to find work elsewhere; spousal abuse increased; child abuse increased; alcohol and drugs and divorce became much more prevalent.

The dollars paid to the families of the displaced workers never made up for the individual losses. Some businesses collapsed and the owners have never been paid for their losses just because they didn't fit into the guidelines set forth by the bureaucracy for expansion-related compensation.

Two major promises were made by government during the park's creation in 1978. One was to allow for more harvest on national forest lands to replace timber on private lands lost to the park. Second, the park was to increase tourism to offset job losses. Neither promise was kept.

Timber harvest on public lands actually declined nearly 50 percent from 1971 to 1980. That decline has continued today. There are no—and I repeat no timber sales on National Forest Service forests in our area as of today.

As for tourism, they promised us 1,600,000 visitors by 1983 but only—and I would like you to correct this. In my previous testimony I had 39,000 and it was an error. It was 227,000 people by 1983 that actually came into our area.

In 1994, last year, we had 475,000 people. Now, that is a far cry from 1,600,000. The third promise that was made to us is that loggers would be able to go to work in the national parks. To date only one logger has gone to work in those parks. There are 76 permanent employees in the national park and there are 71 temporary and one logger.

A major grove is Lady Bird Johnson Grove and it consists of three tables, his and her toilets, limited parking, two garbage cans and a trail. There is no beautiful lodge to allow people to stay in or near the park and no funding to create the lodge. 90 percent of the park is not even accessible to the average tourist.

The most visited areas are the state parks which have easy accessibility, attractions such as parking, picnic tables, fire pits, camping, et cetera. Funds are not even being used to make the Redwood National Park user-friendly by adding the amenities found in the state parks that are just right next door to the national park.

More than half of the state parks visited are the areas which have little to do with the redwood trees. As a matter of record, these areas were major attractions long before the national park was formed. Ten percent of the visitors to the Redwood National Park never get out of their cars.

The estimated cost of the park as provided to the Senate in 1968 indicated that the original taking of private land would cost something under $92,000,000. By 1981 the total was over $306,000,000. By January of '87 this total was increased by a U.S. District Court trial panel which concluded the Federal Government owed additional compensation to Louisiana Pacific Corporation and Simpson Timber Company. The total including interest due was expected to be $770,000,000.

Redwood National Park total now exceeds $1,000,000,000. It is the most expensive of all national parks and probably one of the least used. Park expansion has neither encouraged investment nor created new jobs. The higher paying skilled jobs that have been replaced are much lower paying tourist and other service-related jobs. Timber jobs normally pay between $18,000 and $32,000 a year while food service jobs frequently pay less than $10,000 a year.

Currently there are nearly one-quarter of a million acres held in parks in the Redwood region. Over 82,000 acres contain old growth redwoods. Six Rivers National Forest borders Redwood National

Park and consists of over 1,000,000 acres. Six Rivers will preserve all of its distinctive stands of old growth redwoods. About 70 percent of the remaining old growth redwood trees are now in parks.

As the Federal Government sets more land aside, takes more land out of production, the cost of lumber goes up and drives the privilege of owning your own home out of the reach of many people. Now we are importing logs from other countries that do not have the environmental commitment that we have in California in order to try and produce the lumber that we need to keep our people working producing the products and homes the Nation needs.

I am not here on behalf of the timber industry. I am not here on behalf of local government or any special interests. My comments and my thoughts are the results of trying to serve my constituents and watching their disbelief as their jobs were taken away, their lives were torn apart, their government listening to the lies and distortion of the proponents of expansion. Then the final slap of their government was the breaking of all of their promises of U.S. Forest—U.S. timber sales, jobs in the parks, or retraining in jobs in the area.

14 months later—when they started the retraining there were no jobs. There was nothing created in our area. Orick, the community next to the park, now has 72 percent of its school-age children living—receiving some kind of government subsidy. Please do not misunderstand. I support having parks but when is enough enough?

How many millions of acres of land does it take to satisfy the insatiable appetite of the preservationists? How much of our prime timber-growing soil must be taken out of production never to produce again? How many lives have to be destroyed, families torn apart? And how many communities must be thrown into poverty before the liberal minority faction is satisfied? How many broken promises will the government make before there is no credibility left between government and the people they are to serve?

I believe we need a balance of conservation, wise use and management of our resources to assure that we as well as our children do have productive and meaningful lives. We need to recall the lessons of the past. We must not cast them away without learning from them for a better future for all of us. The guarding of private property rights as guaranteed in our Constitution is imperative. The stability of America depends on it.

In conclusion, I think I can say flat-out without much fear of contradiction that without exception the placement of the Redwood National Forest in Humboldt and Del Norte Counties has had a direct inducement to the destruction of jobs and the loss of income in the private sector.

Chairman Young, you and your committee now have the opportunity to look at past errors of resource land allocation decisions and give greater consideration to the effects that government action have had on community resource base. You should increase the use of the existing national park, develop true—and I mean true—multiple use management on U.S. Forest Service lands, and reduce the dependence on public assistance.

I have confidence that your committee will be able to make the promises of the past a reality. If we quit cutting trees, everyone here will be out of business as we all use paper from the bathroom

to this room right here. And if you don't think you need paper, just take a look at how many times you pick up a piece of paper, how many newspapers you read, how many times you go into the restroom, and how much paper is stacked in those computer papers.

We were all going to do away with paper but that is not happening. We are making more paper now than ever and so we need more trees, more resources, more of a great renewable resource managed and managed well.

Mr. YOUNG. Thank you.

Ms. SPARKS. Thank you.

[Statement of Anna Sparks may be found at end of hearing.]

Mr. YOUNG. Thank you for your testimony. And I can suggest one thing. I wish you hadn't said that last part because people when they find out it might make this government work more effectively they won't cut any trees. I thank you for your testimony. Senator, would you please—in all due respects I let the lady go a little longer than ordinarily. But if you can keep it, you know, reasonable I would appreciate it, Senator. You have been here before.

Ms. SPARKS. I apologize.

Mr. YOUNG. Please, Senator.

STATEMENT OF HON. BOB LESSARD, A STATE SENATOR IN MINNESOTA

Mr. LESSARD. Mr. Chairman and Members of the Committee, my name is Bob Lessard, and I am a Member of the Minnesota State Senate and Chairman of the Senate Environment and Natural Resource Committee. However I am here to testify for you today not as a specific member or chairman of the committee but somebody who has lived in northern Minnesota, somebody that has been in guiding hunting and fishing parties all the way across the Arctic from Alaska all the way to Hudson Bay. I presently have a fly-in camp in Canada and I represent the district of northern Minnesota, south 200 miles. To the west—east it abuts the Boundary Waters Canoe Area.

Specifically, I am here to speak to the establishment and operation of Voyageurs National Park. Voyageurs National Park is on Minnesota's international border with Canada stretching eastward where it nearly abuts the Boundary Waters Canoe Area wilderness. The reason I ran for public office 20 years ago, and I have served for 20 years, are the very issues that I appear before you today.

I would like to speak to the Voyageurs National Park and what it has done I think to in my opinion northern Minnesota. From its inception we in northern Minnesota were told by the National Park Service that the designation of Voyageurs National Park as a national park was suggested to be an economic boom for northern Minnesota.

According to the congressional hearings record Voyageurs was projected to get 1,300,000 visitors annually within ten years of its establishment. It is kind of interesting that you mentioned—maybe that is a generic figure that they do when they establish a park.

As a part of the anatomy of the park the state of Minnesota was asked to donate tens of thousands of acres of land to the park. We did this. The state of Minnesota did this despite the objections I think of a majority of the citizens, but that is what happened. We

donated to the national park so that a national park could be established.

Indeed, the expectations for windfall recreation and economic benefits to the state were even reflected in the state statutes. But let us look what happened. What happened is that we have not realized even a fraction of the visitors use or economic benefits the Park Service promised when the Federal Government tried to sell us on the notion that this park would be good for us.

In fact, now nearly 20 years after the establishment of the Voyageurs National Park the total annual visitation of less than 20 percent of what they promised. As a matter of fact, the visitors use is so dismal that in 1982 that the then Director of the National Park Service proposed Voyageurs National Park as a pilot project for increased Federal cooperation and attention to develop its outdoor recreation potentials. He did so because Voyageurs Park was so woefully underutilized.

The fact of the matter is with all the resorts that were taken out by condemnation and through other processes—they said willing buyer/willing seller but they had to sell—we probably would have had I think I can say without being refuted more visitation under normal conditions than we have now with the park.

So here we sit ten years later with over $50,000,000 spent by the Park Service on facilities and land acquisition. Yet we have only one-fifth the public use that was predicted. What has resulted is less and less accessibility and opportunity for general public use and employment—enjoyment of the park.

With each year since designation came more and more regulations restricting public use and more and more proposals for a lockout of traditional recreational use of the park. For example, in 1982 the Park Service proposed we have International Biosphere Reserve for the park which would have drastically restricted public use. Shortly after this proposal mercifully died a deserving death the Park Service came with another proposal. This time they offered us a major wilderness designation which is now being considered.

The Park Service is still pushing for Wilderness Area Designation to this day. Even this designation was so bad that even former Governor Elmer L. Anderson, who is known as the father of Voyageurs National Park by some, opposed this particular wilderness proposal. Severe restrictions have been placed on snowmobiling and other recreational uses of the park.

For these reasons I was stunned to recently read a statement by Secretary of Interior Bruce Babbitt at a June 1994 Parks and Public Lands Subcommittee. "I think I can say flat-out, without much fear of contradiction, that without exception, everywhere in the United States since the creation of a National Park System the placement of a land unit into national park status has been a direct, immediate, sustained, unyielding inducement to the creation of jobs and income. It is absolutely true everywhere."

Obviously Senator Babbitt—Secretary Babbitt has never been in northern Minnesota. It simply isn't true. But, Mr. Chairman, it doesn't stop there. Voyageurs is just one domino in the Federal Government's plan to lock up northern Minnesota from Lake Superior to North Dakota. In fact, right next door to Voyageurs lies the

Boundary Waters Canoe Area Wilderness, and this federally managed wilderness is one of the original units included in the 1964 Wilderness Act.

It had at that time of designation acceptance which allowed for some continued multiple use. But in 1979 the so-called Vento compromise restricted motorboats and other uses of land and water which were specifically provided for in the enabling legislation. These restrictions proved so politically unpopular that it resulted in what became known nationally and certainly in Minnesota as the "Minnesota Massacre" whereby a Republican Governor and two United States Senators were elected as a backlash to the new wilderness restrictions called a compromise. This area too has seen a never-ending series of restrictive regulations placed on its use.

Mr. Chairman, I just want to interrupt my remarks. I have here a letter from Senator Doug Johnson who represents that entire area, another Democrat, expressing his various concerns over the loss of the three portages by the National Parks—excuse me, by the Department of Forestry or by the Federal Government. And I won't be naming them here but I would like to submit this for the record.

Mr. YOUNG. Without objection so moved.

Mr. LESSARD. Thank you. And to the west of Voyageurs, the National Park Service has proposed a new designation of a "Voyageurs National Historic Trail" along the entire Minnesota/Ontario border taking—this is a few years back taking into consideration Lake of the Woods. One can only surmise from all of this that there is in the Federal Resource Management Agency's agenda a strong desire to regulate and depopulate the borderland of the entire state of northern Minnesota.

I talked to Senator—Congressman Collin Peterson. He was going to try to be here today, and he was going to testify to his concerns to this also.

Given this history, Mr. Chairman and members of the committee, I see no real prospect for workability and cooperation for the betterment of the people of Minnesota or elsewhere under the current management structure and management plans for these existing Federal units. For these reasons then, I recommend to you that new management plans and designations be considered by the Congress. Only this time with such congressional consideration and full public participation.

By that I mean, Mr. Chairman, that a full public participation should mean the redrafting of management policies with the active participation by those whose lives and livelihood are directly affected and including the full range of outdoor user groups. That includes hunters, sportsmen and women, snowmobilers, and all those other people that were affected whose views we don't feel were taken into consideration upon the establishment of the Voyageurs National Park.

I couldn't be more than certain that this kind of congressional initiatives that I am recommending to you today would be welcomed by the broadest range of Minnesota outdoor recreation and local governments. And in conclusion, Mr. Chairman, I think this committee, and I want to echo what Ms. Sparks said, has a historic opportunity to finally realize the people that live in these areas are not here trying to despoil the environment. The fact is the reason

they want it is because we have it. We can protect the environment. We can allow hunting. We can allow fishing. We can allow motorboating. We can do all kinds of things if we do it using plain ordinary common horse sense.

And I think that this—I would like to invite this committee to come to northern Minnesota and have a hearing and see for yourself, and I think you will see that my testimony is truthful, and it would be backed by the people of northern Minnesota.

My last remark is I am very sorry that I didn't see Congressman Vento leave. I have waited for this for 20 years. For 20 years I have waited for this because the Burton—so-called Burton-Vento—Compromise in Minnesota led to all kinds of upheavals and all kinds of trauma. And I am very disappointed that Mr. Vento chose not to be here today. He knew I was coming. At least I assume he read the list. So I want that in there for the record.

And with that, Mr. Chairman, I very much appreciate the opportunity to appear before you today.

[Statement of Mr. Lessard may be found at end of hearing.]

Mr. YOUNG. Thank you, Senator. And I happen to agree with everything you have said. Before I go to Mr. Pombo who is going to introduce the next witness I happen to be one of the only people on this committee who voted against the Redwood Bill and voted against the Voyageurs Bill telling them exactly what you said came true. It is ironic to me that the estimates that I heard from Cecil Andrus for the Redwoods was $359,000,000. That is total. It has cost $1,400,000,000.

And in your case, the same thing. After they had the Minnesota Massacre the use of what we said was originally a candidate was extinguished. And that to me is a breaking of the word of the government and we will try to address those. Mr. Pombo, if you would please introduce the next witness, please.

Mr. POMBO. Thank you, Mr. Chairman. When we originally began to talk about holding this hearing and when we knew that the GAO report was coming out I felt that it would be important that we have witnesses here who could testify to the impact. And I think that we have so far done a fantastic job on local and state government.

But I felt that it was important that we have someone who could represent the private property owners. Mr. John Baranek who is one of my constituents has been battling with Federal agencies for a number of years, not by choice but by circumstance. And I think that he can accurately represent the feeling of a lot of private property owners in at least my part of the world toward the Federal Government and some of its agencies. And I welcome him here today, and I thank you for having him at this hearing.

Mr. YOUNG. John, you are on.

STATEMENT OF JOHN BARANEK, PRESIDENT AND GENERAL MANAGER OF A FAMILY FARMINNG BUSINESS, COURTLAND, CALIFORNIA

Mr. BARANEK. Thank you, Mr. Pombo. Thank you, Mr. Chairman, for the opportunity to testify today.

My name is John Baranek. I am the president and general manager of a family farming corporation in Courtland, California. My

grandfather first bought property in the area in 1890. We incorporated in 1921. I am third generation steward of the land. We farm 600 acres of wine grapes and manage 230 acres of levees, sloughs, and riparian habitat.

There are two points I would like to make today by sharing with the committee my personal experience. First, I would like to demonstrate that the best steward of the land is the private landowner. Secondly, I feel the Fish and Wildlife Service should be required to have specific enabling legislation to create refuges and establish boundaries for them.

Our operation and those of our neighbors have always taken a proactive approach to management of private property in order to maximize its value both for agriculture and wildlife purposes.

We established the North Delta Conservancy, which is a local public land trust, a 501c3 nonprofit corporation. Through the private initiative we are seeking to establish a thriving wildlife area which serves as an important stopover for thousands of ducks and other waterfowl on the Pacific migratory flyway. We are educating and involving other landowners in the value of seasonal woodland in flooding crop residues that have high wildlife and feeding values to the migratory waterfowl.

These private efforts are the best that can be done at Stone Lakes because actually Stone Lakes is a lousy place for a large scale refuge. Nontreated surface runoff from the Sacramento urban population flows through North Stone Lake, then is pumped into the Sacramento River at Freeport. The California State Water Resources Control Board has cited sections of the Sacramento River from Freeport to Hood adjacent to the refuge a candidate for the "Toxic Hot Spot."

Virtually the entire refuge area floods in wet years, most recently in 1986, and earlier this year in 1995. Pictured here with me is the 1986 flood, which as you can see covers essentially the entire—the whole refuge area. This acts as a deathtrap for species that hibernate in the winter, such as the giant garter snake, which may drown before it is able to reach the surface and seek out higher ground.

The area is a designated floor retardation basin, and cannot be zoned for residential or commercial development. Much of this area stands in the path of the city of Sacramento's urban sprawl, but it cannot be developed because of the frequent flooding. There is no need for Federal bureaucrats, backed up by big city environmentalists, to "save" Stone Lakes. My family, my neighbors are doing just fine living amongst the ducks and other wildlife and have been doing this for well over 100 years.

Fish and Wildlife began its involvement in this case by creating an "Interagency Policy Group" to assist with its initial plans, which were supposed to be limited to only the North Stone Lakes area. This "Group," which was made up of nine government bureaucrats and zero local landowners, misrepresented to the public the true magnitude of their plans.

We as landowners felt comfortable with the original 5,000 acre refuge in North Stone Lakes, most of which was already under a combination of state and county public ownership. To our surprise, at a meeting of the County Board of Supervisors, we were intro-

duced to a 74,000-acre study area as a proposed refuge. We became irate, and we were able to convince the Supervisors to require Fish and Game to add two directors from local reclamation districts to the "Group" membership. They were added to the "Group," but guess what, they never held another meeting.

Overwhelming public opposition forced Fish and Wildlife to reduce the 74,000-acre proposal to a 9,000-acre core area, with an additional 9,000-acre cooperative management area that you can see here on this other map. Could you please—oh, the map here in front. And I will just briefly describe it.

The yellow is the core area. The pink is the Wildlife Management area. And there is a little green box in there. Those are the only three parcels of land that the government has bought so far. This has been in a two-year process or three-year process of acquiring land.

Fish and Wildlife acted in bad faith and is a bad neighbor. Unfortunately, their desire for central power and control is far more important than being honest and considerate to residents of the affected areas.

Throughout this process, the Service has proclaimed they are not enemies of the property owners, because the policy of purchasing only from willing sellers. Mr. Chairman, "willing sellers" is a farce. It is a cruel hoax on landowners. It is part of the overall plan to bleed the property owners dry, until they have no option but to sell, and no one else to sell to except the New Lords of the Manor, the Fish and Wildlife Service.

When this refuge was created by a stroke of a pen from some bureaucrat in Portland, Oregon, property values of inholders became subject to reduced value due to the lack of demand for the property. No one in the farming community is interested in purchasing land that comes under the influence of Fish and Wildlife refuge regulations. A part of the banking process to establish crop loans is the use of land as collateral to guarantee loans. Banks are less willing to lend once a government agency has cast a cloud over the future piece of property.

Mr. Chairman, the United State Fish and Wildlife Service is a two-faced, power-hungry bureaucracy bent on grabbing land however they can. If the staff is spread too thin, they will shortchange another program. If they face owners unwilling to sell, they cast a regulatory cloud over the private property. If their goals for a project are requested by local residents, they refuse to issue a comprehensive management plan.

This agency should be required to follow the same process as the Forest Service, the Park Service and Bureau of Land Management, requiring enabling legislation, establishing refuge boundaries specifically authorized by Congress.

In the case of Stone Lakes, private landowners have done a much better job of managing their land than Fish and Wildlife could ever hope to do. The Service is so busy grabbing land that they face a substantial ongoing deficit in operational funding, as you can see from the "Report to Region One Employees" attached.

Mr. Chairman, I ask the committee today to put a leash on the Fish and Wildlife Service. Stop them before they steal again.

[Statement of Mr. Baranek may be found at end of hearing.]

Mr. YOUNG. Thank you, John, for your testimony. And we will have questions later on. I have great sympathy for what you are talking about, and if we have our way, I can assure we are going to try to do everything we can to rein in these agencies total just to give you a little information. By the way, if you see my brother, say hello.

Mr. BARANEK. Thank you, I will.

Mr. YOUNG. Dr. Terry Anderson, please.

STATEMENT OF DR. TERRY ANDERSON

Dr. TERRY ANDERSON. Thank you, Mr. Chairman. It is a pleasure to be here. Thank you and the rest of your committee for your indulgence.

I will summarize my testimony. The full testimony is submitted for the record as well as attachments.

[Statement of Dr. Anderson may be found at end of hearing.]

Dr. TERRY ANDERSON. Let me first applaud the GAO for the report they have submitted to you. I have studied this topic for many years and was still startled by the results of their report. As an economist knowing what they found, the first question that pops into my mind is what is the economic impact of expanding the Federal domain and encumbering it with conservation restrictions?

The first and obvious one that I have looked at the most is the amount of red ink that this adds to the Federal deficit. The losses associated with commodity production on Federal lands from below-cost timber sales and other commodity uses are often trotted out as examples of this red ink. But losses associated with recreation areas are also substantial, and in most cases this occurs on conservation-encumbered land.

In fiscal year 1993 the U.S. Forest Service alone lost $557,000,000 on its commodity production, timber, grazing, mining, and minerals. But it lost $474,000,000 on recreation alone. In my region of the country, Region I, in fiscal year '92 again the Forest Service lost money on all activities. But it wasn't mining, logging or grazing that topped the list, rather it was recreation that lost $23,000,000, 25 percent more than logging lost and nearly five times as much as grazing lost.

The budgetary impact of land encumbrances such as these are nontrivial and they have been documented in a book titled "Multiple Conflicts Over Multiple Uses" published by the Political Economy Research Center. Quantifying the impacts on the general economy is a much more difficult task. But two case studies on which I have worked I think are suggestive.

In 1993 my colleague Don Leal and I reviewed a Bureau of Land Management Resource Management Plan and Environmental Impact Statement (RMP/EIS) for several counties in eastern Montana. This was part of the ferret reintroduction plan that the BLM was involved in. According to this plan there were several alternative land acquisition proposals ranging from a net decrease of BLM land of 146,000 acres to net increase of 465,000 acres under their "preferred" alternative.

The BLM claimed that the "preferred" alternative would generate an additional $6,000,000 in economic benefits. Not a bad thing for that part of Montana. However upon close examination

the estimate revealed that $5,200,000 of this increased economic benefit came because they were going to transfer 100,000 acres of BLM land to the private sector. In other words, it was the private sector that was generating most of the benefits because we were privatizing those acres.

Nonetheless the BLM wanted to take in an additional 400,000 acres. The BLM estimates showed that livestock production on the newly acquired lands would lose $2,200,000 and forest products would generate a mere $100,000. The BLM claimed that recreation would generate another $2,900,000 in economic benefits under the assumption that there would be no recreation if this were done with private lands.

This assumption is not sustainable. In fact, the growth in fee-based recreation on private lands in Montana is substantial and, I might add, has no drain on the public treasury.

The fiscal impacts on local governments were also important. When I entered the fray, county commissioners were in support of the BLM proposal because the RMP/EIS said that there would be payments in lieu of taxes. However, on close examination we discovered that indeed the counties in this region would lose $125,000 in tax revenues annually. Those county commissioners changed their mind.

I can only conclude from this study that the economic impact of privatizing public lands was positive but the economic impact of adding 500,000 acres to the Federal estate was negative.

The economic impact of encumbering land for conservation purposes is a hotly debated topic. There are growing numbers of studies that argue that the economies of western states are no longer tied to commodities and indeed that it is now recreation and tourism that will be our economic salvation. The Wilderness Society titled a report, "The Wealth of Nature."

A professor at the University of Montana, Thomas Power, summarizes in one of his reports what is meant by this. The idea is, as he says, "Montana's world-class natural areas are income in the same way that free access to any valuable resource boosts anyone's total income." I stress the words "free access." Mr. Power believes that if we all have free access to these lands, we will all be wealthier.

Romantic as this notion may be, it flies in the face of many statistics. First off, studies have been done examining just how much these natural areas that are set aside for conservation purposes are actually used. A study done at Utah State University found that between 1967 and 1986 there was an increase in recreational use of wilderness areas. The growth, however, occurred between 1967 and 1976. From 1977 to 1986 wilderness use actually declined.

The chart before you is for Yosemite National Park. Again you will note there has been a substantial increase in the amount of park use over the period from 1977 to 1991. However of those 3,000,000 visitors who go to the park only about 70,000 use the back country, and that number has declined slightly.

I worked with a graduate student at Montana State University to see if we could quantify the impact of these areas. A test of the economic impact of wilderness areas estimated the correlation between wilderness acres and local incomes. Similar studies have

been used in other areas such as Arizona to determine what impact sunshine has on incomes, and the argument is that more sunshine will actually lower incomes because people are attracted to amenities. Other studies have been done to show that when there are disamenities, namely pollution, people demand higher incomes.

Our question was what is additional wilderness area, an amenity or disamenity? The study we conducted showed that more wilderness areas in the past decade have actually caused wages in Montana to be higher, not because there are better jobs but rather because most people believe that these recreational areas—additional wilderness areas which actually preclude the average recreationist—are not amenities at all. Higher wages imply that additional wilderness acres are disamenities. I suggest, therefore, that we must question the extent to which this is actually income or rather is actually depriving people of income.

Let me conclude by applauding the committee for undertaking this study of land acquisition over the past 30 years. It is an important study that deserves more attention.

As you look toward policy changes I suggest at least one that can't be ignored. If we are going to have these additional acres set aside for recreation and wilderness uses, at least make those of us—and I stress us because I do enjoy them—pay a fee that compensates the Federal Government for the cost we impose upon it.

I would like to close by recalling the words of Adam Smith in 1776. He said, "In every great monarchy of Europe the sale of crown lands would produce a very large sum of money which if applied to the payment of the public debt, would deliver from mortgage a much greater revenue than any which the lands have ever afforded to the crown. When the crown lands had become private property they would in the course of a few years become well-improved and well-cultivated."

Smith's insights from the 18th Century apply no less to the Federal Government of the United States as we approach the 21st Century. Thank you.

Mr. YOUNG. Thank you, doctor. And thank you for your testimony. I am very pleased with this panel. And for those of you in the panel I apologize—other than Mr. Kildee and I will compliment him. The problem we have had in the past is if you look at this panel we have a bunch of easterners that know little about natural resources. And they have been misled and misused by the environmental community.

They don't take the time to sit and listen to the persons that are directly affected. We are facing a terrible national debt today and we see where the accumulation of property again has directly affected our economic base let alone the expenditures.

Ms. Sparks said $1,400,000,000 and that is just the beginning not including the losses of revenues in taxes in those communities. Senator, you have mentioned it and, John, you have mentioned it of this problem. This is a big building block of what this hearing is about. The GAO is going to go forth with their studies, come back, and we are going to try to change this socialist agenda. That is really what it boils down to.

And, doctor, for your information I have visited Bozeman every year, and it is ironic to me that the wilderness groups say well, the

two counties that have the highest income are the counties that have the most wilderness. Can you defend that question, doctor, why they say that?

Dr. TERRY ANDERSON. Well, the main reason that those counties have the highest income is not because those of us who live there are generating income from the resource base. It is rather that people like Ted and Jane move in and buy ranches in the region and that makes the statistics look a whole lot different.

But I can tell you from the study, which I have submitted with my testimony that those counties that are trotted forward, namely Gallatin County and Flathead County near Glacier Park, are real anomalies for the rest of Montana. They do have higher incomes, no question.

Mr. YOUNG. They do?

Dr. TERRY ANDERSON. Montana State University is one of the reasons.

Mr. YOUNG. I was waiting for you to get there. One of the reasons is a college town.

Dr. TERRY ANDERSON. Exactly.

Mr. YOUNG. Bozeman is a college town.

Dr. TERRY ANDERSON. Exactly.

Mr. YOUNG. And you have got a lot of intellectual—due respect, doctor, intellectuals living off of taxpayers' moneys. But the fact of the matter is that there is not much revenues been generated by setting aside these areas. Like you say, is it an asset or a deterrent? I believe frankly a deterrent.

Senator, you mentioned some restrictions in your testimony in the Voyageurs National Park. Are there any new restrictions being proposed by the great——

Mr. LESSARD. Yes, sir. Mr. Chairman, one that we just heard here about very recently under the Voyageurs National Park Act according to the interpretation of the National Park Service they control all of the water of that part of Minnesota. One of the things—recently one of the little entrepreneurs—on the Crane Lake I believe—was faced with a situation where a couple of times a year when they have an event he flies a float plane taking off from his dock and flies over the VNP, the Voyageurs National Park. To the east of us is the Boundary Waters Canoe Area where flying under—I believe it's 5,000 feet—is prohibited. But there's no flying restrictions over Voyageurs National Par. He was notified that he wasn't supposed to—that it was illegal for him to take off and fly over the park. Not because it is illegal under the National Park Service Act, but the Park Service claimed that they control the water which adjoined the park, which, incidentally, by virtue of this authority, this means that even on the Crane Lake side of the area or any other adjacent area that is not a part of the park, he cannot take off or land his float plane, even though he's outside what we would consider the Park's authority to manage.

Hypothetically then if he moves his plane onto some beaver's dam or someplace he can take off—or somewhere on a little lake a mile away or ten feet away, it would be legal to fly over the park because he is taking off from a different body of water over which the Park Service doesn't even claim to control. That is something

that has just happened. Now, if you can tell me any sense that this makes, even in the Federal level, it escapes me.

We don't feel that they control the water. We feel it is the state of Minnesota's waters. But this is what they claim they can do when you have a national park that is surrounded by water. It is a peninsula, and as I previously stated, they now say they own the water.

In addition, millions of dollkars are now being wasted. An example is a $5,000,000 road in the Ash River country which ends nowhere. It leads to an area where they take their own people. No public paying person can stay there. This $5,000,000 road is approximately five miles long. Nobody wants it that we can find. The reason that was given for the construction of the road as I understand it was it comes under the apropriations from the Federal Department of Transportation somehow. The statement was even made that if we don't use the funding we lose it. So the road is going to be built even though nobody wanted it, other than the National Park Service. That contract as I understand is going to be let very shortly. We would like to see somebody look into this waste of money, and you will see why the NPS is running hundreds of millions of dollars in the red. They could take this $5,000,000 and use it for economic development or some other worthwhile project in these areas.

Mr. YOUNG. All right, thank you. John, you said something in your testimony about this was not legislative action, it was administrative action to create the Stone Lakes Park, is that correct—I mean refuge, is that correct?

Mr. BARANEK. That is true.

Mr. YOUNG. I won't know but we are going to look and see if we either can't defund that operation or deauthorize it because it is my feeling that any time any of these things are created we ought to have something to say about it. So we are going to look at that. Mr. Pombo and I are looking at this very closely. If we can deauthorize, we will—we were going to deauthorize it I can tell you because you are absolutely correct.

Again if I remember correctly it was originally proposed as a very small refuge and it ended up being 74,000 acres. And the worst part about that they start dictating to you how you shall operate your lands, et cetera. Goes way beyond the original intent.

Mr. BARANEK. Well, it is not only that but there is a lot of health safety issues. I mean, I could talk to you for——

Mr. YOUNG. Right.

Mr. BARANEK [continuing]. 100,000 hours.

Mr. YOUNG. Don't do that. We don't have time. But go ahead.

Mr. BARANEK. The problem is that one-third—you know, you have got to think about this. One-third of the protein provided to migratory waterfowl come from mosquitoes or midges. And if you have ever been in a wildlife refuge, it is a wonderful place. I think they have got big birds in Alaska, don't they—big mosquitoes in Alaska?

Mr. YOUNG. B–52's.

Mr. BARANEK. But anyway, they encourage the breeding of mosquitoes. And here you are with a refuge within a half mile of urban development downwind. I mean, you know, the wind blows the

mosquitoes right into the urban population. And I think the inner-city environmentalists, who support this refuge, the next time they go to a ball game and barbecue in their backyard are going to be in for a very, very rude awakening because they put sentinel chickens around the area and they have not developed one permanent wetlands yet. And we have encephalitis showing up positive. They have been very fortunate that some young child or older person has not——

Mr. YOUNG. Well, I can assure you we are going to be——

Mr. BARANEK. It is tough.

Mr. YOUNG [continuing]. looking at this very closely. Anna, Orick, California, was slated to become a prosperous gateway community, I remember that.

Ms. SPARKS. Yes, very prosperous.

Mr. YOUNG. Very—going to make lots of money. What actually happened as far as——

Ms. SPARKS. Well, truckers call it slab city.

Mr. YOUNG. It is what?

Ms. SPARKS. They called it slab city because most of the redwood residue and the things that we could make things out of they are now carving statues and carving bears and different things and selling them alongside of the highway and it is coming from redwood slabs and redwood residue. And a lot of the really good paying jobs have all gone because for one thing there was no sewer system put into Orick and they have high groundwater. So without a good sewer system they have got—they are on Redwood Creek.

The Corps of Engineers put two huge banks right along each side of the stream so there is some pretty good fishing there. But there is no motels. There is no restaurants except two real small ones.

Mr. YOUNG. And you can't build them either because they probably impose some——

Ms. SPARKS. Can't build. And they will not under any circumstances build an ecotourism lodge which we proposed. I have had three great proposals for an ecotourism lodge where a lodge would be used to study the redwoods and you would get college credits to come in there. And you could make it a destination lodge.

But the U.S. National Park says absolutely no one will build in our park system. So it isn't Yosemite. It isn't anything like that. The ones that have done the most is on all sides of them and that is the state parks. And the state parks have really put in a lot of amenities.

But, that isn't high tourist development either because they are all in RVs. So they are traveling through and they are camping out in their tents and their bicycles, that sort of thing. They are not staying at motels, and it doesn't really recruit that type of person at this time. The jobs aren't there.

Mr. YOUNG. You are singing to the choir. Like I say it is unfortunate we don't have some of these people that have been doing this to us at this committee hearing. I am going to suggest one thing—the people in these agencies are infiltrated by those that give us dishonest quotes all the time. And that is another thing that the oversight—we are going to flush them out. I would like to flush them, period. But I am going to say we are going to flush them out and try to expose them for what they have really done.

Ms. SPARKS. We are glad we could provide the product of the timber industry.

Mr. POMBO. [presiding] OK, thank you. I would like to yield to Mr. Kildee if he has any questions.

Mr. KILDEE. Thank you, Mr. Chairman. I planned to do some other things in my schedule today. We all have multiple things on our schedule but I thought I should remain here and listen to the witnesses. Senator, Mr. Vento was called to the floor where his presence was required. I know he meant not to snub anybody but he was required to be on the floor at this point. I just want to point that out.

It is a very interesting hearing. Again I feel I have to listen to your points of view. I probably did vote differently than Mr. Young on these bills. I believe I was right. But I also believe you have a right to have your input here. And I also believe that we have to strike a balance of public and private interests and rights. And I appreciate the fact that you have traveled so far to give your testimony and thank you for it. Thank you, Mr. Pombo.

Mr. POMBO. Thank you.

Mr. LESSARD. Mr. Chairman, I would like to make a statement. I would like to compliment Mr. Kildee. He stayed and listened attentively even though he may have had other committee meetings to attend. And I think that is important. I chair the Minnesota Senate Environment and Natural Resources Committee and I watch the members come and go. And I can tell right away who is interested and who is not. So——

Mr. KILDEE. Thank you, Senator.

Mr. LESSARD [continuing]. I appreciate it.

Mr. POMBO. Mrs. Chenoweth.

Mrs. CHENOWETH. Mr. Chairman, I just have a couple of questions. But this has been some of the most compelling testimony I have ever heard in my life. And I live in Idaho and I have lived with some of the problems. And I just want to thank you very, very much for coming clear across the state or halfway across the state and leaving your responsibilities, Senator, and your legislature and coming all the way to this hearing. Your testimony is so important in the mission that we share for the future.

And even though we are few in numbers, we are very dedicated. I remember there were only 13 people that gathered in Samuel Adams' attic and planned the Revolution. So don't despair that there aren't many of us left. We really, really care and really thank you. And again I want to say, Anna Sparks, that was the most compelling testimony I have ever heard and very well done.

Ms. SPARKS. Thank you.

Mrs. CHENOWETH. Senator, I want to say—so you are a fisherman, right?

Mr. LESSARD. Pardon?

Mrs. CHENOWETH. You are a fisherman?

Mr. LESSARD. You bet.

Mrs. CHENOWETH. Pretty good one at that, right?

Mr. LESSARD. Well, I think so. Some of the other people I guide may not think so.

Mrs. CHENOWETH. And I want to ask you in the Boundary Waters Canoe Area Wilderness have you been in there as a guide?

Have you been in there recently to see the effects of the designation of the land itself?

Mr. LESSARD. No, but what happened was on the so-called Burton-Vento Compromise they extended what was the original boundaries and the uses of the BWCA. And that was a big war in itself, and the Federal Government was successful. This led to a big upheaval in the northern part of the state. For your information, you can't hardly find a Republican that lives up there that will admit he is Republican. Yet it went Republican in the last U.S. Senate race with some of my help.

But I would like to point out that Senator Doug Johnson whose district encompasses this entire area—mine abuts right to it and he is a very, very staunch Democrat, as is the Minnesota Speaker of the Houise who is my representative. And while not here today, I know would agree with what I've said here today.

The issue in the Boundary Water Canoe Area is the new regulations that are continually coming into place. If you go back in history, Senator Hubert Humphrey would have never intended for the BWCA to be locked up in the totally restrictive manner it is today. This was before my time.

It is interesting now that in the Quetico Park, which is on the Canadian sise of the BWCA, the Native Americans—the First Nations as they call themselves, now are going to be able to use motorboats. So what you will have is people staying on the Minnesota side of a lake not being able to use motors, and people on the Canadian side of the same lake using motorboats. But they're all on the same water. Where does common sense prevail?

Also in the BWCA, three mechanical portages are now closed after a lengthy court fight. I won't go into the history of this here, as Doug Johnson can describe this issue much better than I. And I can asure you, if we can prevail on this committee to have hearings in northern Minnesota, he will shoe you how closing these three portages simply didn't make any sense and has resulted in just more friction between the Federal Government and the local people. Some senior citizens and handicapped people now can't get into this area without being carried in.

This—and not just this but otherresitriction—is why I would like to tell you Mr. Chairman, Congressman Young, Congressman Pombo and other member of the Committee that northern Minnesota would very much appreciate the opportunity to hold a meeting there to let the people speak for themselves.

What we would hoipe to do is to convince the Committee to consider the declassification of the Voyageurs Park to allow for multiple use, such as a national recreation area or some other classification that is less rerstrictive. We could keep the wilderness aspect and still allow snowmobiling, hunting and other recreational multiple uses.

There is no intention of anyone I know of to develop the park in a way that would destroy its wilderness character, but this does not mean you can't have a balanced management plan. This is going to be extremely controversial. Again you would be doing us a great favor if you would just give us the opportunity to be heard.

I can't expound anymore on that except we have more regulations there, and anything that this committee can do to help us out

and add common sense, we need it. I never dreamt that I would ever have the opportunity to appear before a Congressional committee that would so attentively listen to what I've had to say. I've served in the Minnesota Senate for 20 years and I don't know how long I want to continue in this process because I'm getting tired of it all. I have been fighting it, and fighting it, and fighting it, and I have got beat up for so many years. But this may just get me to run another term.

Mr. POMBO. If the gentleman will yield for just a minute on that. You sound exactly like the person who is now Chairman of the Resources Committee did a year ago. So I would encourage you to stick to it because good things come to those who wait.

Mrs. CHENOWETH. Mr. Chairman, I do want to say to the Senator, please do run again. But also, you do own your water. The state owns the unappropriated water. It is the private property right of a permit holder. And it is in your charge, it is in your trust. And when the Federal Government believes that they can use your water and that they can use it in commerce that only gives them the license to drive on the highway, sir. It does not give them an ownership right. Interstate commerce only gives us a use right. It only gives us a right to have a driver's license to drive a truckload of corn from Iowa to Florida to sell it and not be hampered.

And if we keep as lawmakers those original concepts in mind, we won't get twinkle-dusted by the agencies who say we own and control your waters, your beds and banks and streams and your standing bodies of work because they don't. The state owns that facility.

Mr. LESSARD. Mrs. Chenoweth, are you saying to me that the National Park Service—I just came from the meeting two weeks ago—is wrong in saying that this person cannot take off and fly over the park. If this is not the case I would love this committee to refute the Park Service's decision. I would very much appreciate it if someone from this committee could help me get an answer on this question. That alone would be worth the plane trip here.

Mrs. CHENOWETH. Mr. Chairman and Senator, I will help you. And I would also suggest that you check with the local FAA to see if a flight plan was filed.

Mr. POMBO. I would just like to ask if the gentleman from Minnesota, if he would be interested in that national park being transferred over to the state of Minnesota?

Mr. LESSARD. Mr. Chairman, any way, absolutely. Any way that we can get it. Any way that we can allow more multiple use to the area. By the way, that used to be considered one of the best trophy deer hunting areas in the state of Minnesota. And now we have the largest wolf population. But don't start me on that subject.

Mr. YOUNG. Will the gentleman yield? The Senator and I can talk a long time on wolves. But the question he asked is something that we are really seriously considering. I know I have been accused of wanting to dismantle the Park Service. But we have documented it where the states operate the parks. And I think, Anna, you said the same thing. There is a tremendous recognition in true management of the parks but the Federal Government is not managing them.

So I am going to suggest: if we can, I would like to see some of these parks transferred to the states or the county as far as that goes and let them manage it. We will give you some money. Give you half the money, by the way, and you can come out way ahead.

Ms. SPARKS. OK. But we have been laid on so many times with mandates with no money. We get paranoid.

Mr. YOUNG. No, no. Do you understand what I am saying? If we give you—we have documented and we believe that you can manage the park as it should have been managed for half the money that they are spending today. I will give you an example. Forest Service used $6 per acre to manage land. And the BLM uses $1 per acre. The argument the Forest Service gives us, "Well, we need that money because we have to prepare timber sales." This is not true bacause they are not selling timber.

So I mean we could actually give it to you for $3 an acre and I think we would come out ahead.

Mr. LESSARD. But, Mr. Chairman, I just want to respond. As I stated, I chair the Senate Environment and Natural Resources Committee. Our state park system is under funded, as I'm sure most are in the countrty. If a funding plan could be formulated, if it could be worked out to allow for Federal revenue to help us manage the park in a way other than a National Park—to have a state and local plan, or a local plan that was adequately funded, this would save the Federal Government millions of dollars. The infrastructure is already there. The Park Service has a million dollar headquarters and visitors center there already at the Voyageurs Park. Nobody goes there but it is beautiful. They also have a beautiful hotel at the Kettle Falls at the cost of hundreds of thousands of dollars. Funding would be used to manage what's already in place, but with local priorities. There are basically two counties affected—Koochiching and St. Louis. The BWCA includes portions of St. Louis County, Lake and Cook counties. The dream I have would be to keep the Feds out of the VNP. Let the affected counties manage it with local priorities and Federal funding to help them out. This would save the Federal Government millions.

A few years back I authored the upper Mississippi headwaters bill which was—I believe I already mentioned—a response to the Federal Government's efforts to include 400 miles of the upper Mississippi into the National Wild and Scenic River System—the largest stretch ever allowed into the system, as I stated. The Federal Government backed off and we won. This plan has become a model throughout the country. Again, I say this to show that we can manage and protect our own wilderness for the benefit of everyone when given the chance.

Ms. SPARKS. Congressman Pombo, just to support what you just said, Congressman Young, in the Federal park area we have 75,451 acres. In the state we have 34,780 acres. We have $5,561,000 for the Federal budget and we have $1,097,000 for the state budget. You have 147 employees either full-time or part-time. The state has 47 between the full and the part. They have 27 full-time and 20 part-time. So you can see the ratio is a little bit overwhelming.

Mr. YOUNG. But if I could add one more thing to that formula there. The visitors in my understanding that go go to the state park.

Ms. SPARKS. The visitors in the Federal is 475,333 in 1994 and in the state park was 786,933.

Mr. YOUNG. With 40 employees, with the least——

Ms. SPARKS. Yes, 27 full-time and 20 part-time. And you——

Mr. YOUNG. And see, that is an argument for turning it over to you.

Ms. SPARKS. Yes. You have 76 permanent and 71 temporary at this time. And you have very little usage of your property because you don't have the camping facilities or anything that they really have there because most of your camps are primitive on the Federal. And see, that is why the usage really isn't there because you have expanded a Federal park in the middle of multiple state parks that have the same amenities as far as beauty, as far as walking through the ferns and the magnificent redwoods and that sort of thing. So you have just expanded an area which could have been left to the state.

But, Congresswoman Chenoweth, you really hit on a spot. Our county of Humboldt owns a number of state parks. We have redwoods in all of those state parks and we have camping and everything else in those county parks. So you have Federal, state, and county. And then you have camping on all the U.S. Forest Service lands and you have a number of amenities there next to our rivers and stuff. So I mean you are just combining and piling and piling. Then you expect the tourist who are just people that work and go on vacation. And you take away all their jobs and pretty soon you don't have any tourists either to support all this.

We can't afford it. And you can look—you talk about boom and bust and people talk about the boom and bust industry of the timber industry. You take a look at the visitation statistics on the tourism and it is the same thing. If the price of gas goes up, tourism goes down. Loss of jobs, tourism goes down. You can't depend on that industry any more than any other industry because you have to have a diverse economic base, and you have to have private property and private jobs in order to have that economic base in order to support all of us.

I am going to start supporting us since I am now working in the private sector but——

Mr. POMBO. Mr. Doolittle.

Mr. DOOLITTLE. I had to step out. I am pleased to have the panel here, appreciate your testimony, a couple of our fellow Californians, friends. Did somebody read the Babbitt quote while I was out? OK, a great quote. I gather you have established that that quote is not true.

From what I know of this Redwood National Park—and I don't know anything about the Voyageurs Park other than what we have heard although it sounds like a very interesting example. But before they thought of the northern spotted owl, I guess we had the creation of a national park to serve as, in effect, a surrogate species which is what the owl was proclaimed to be.

I don't know what the answer is but to me that we spent $1,000,000,000 on this park is just unbelievable. Maybe we should vastly shrink the size of it, sell off the rest, and then transfer it to the county to manage as a park to throw out a suggestion. We will work with you on these issues in the future.

Mr. POMBO. Thank you. Mr. Jones.

Mr. JONES. Yes. Thank you, Mr. Chairman. I certainly want to thank each one of you that came here today to give us this testimony. And I am from North Carolina. Had the privilege to serve in the General Assembly for ten years. In our own way we share some of the same problems that you have shared with us today.

It is kind of, Mr. Chairman, ironic that today the North Carolina Travel and Tourism Group happened to have a breakfast with us here. The subject of Federal properties and Federal lands and how in many ways they have a negative impact on our state of North Carolina came up. I was telling them about this hearing, and they were very delighted to know that we are looking into this matter.

Ms. Sparks, I apologize. I heard each and every one after you but not you. I was glancing through your remarks and I am just perplexed, I guess, or amazed with the figures that came out of the author's little study regarding the prediction of an incremental gain to 1.6 million visitor days by 1983. This study was done in '73.

And then seeing your comment that the actual number is just a little bit more than 39,000 in that ten-year period of time. How were these predictions made and how were they so miscalculated?

Ms. SPARKS. You would have to ask Arthur D. Little who wrote the study how he predicted all of those visitations. And I do want to correct you because I found that there is a typo—it is 227,000, not 39,000.

Mr. DOOLITTLE. I want to make that change. Well, I am wondering when you talked to the Federal people and you asked that you told us that this would happen, at least the study did. And did they have any——

Ms. SPARKS. We couldn't find anywhere where they could justify it unless what they were basing it on was close to what the state parks were doing that had amenities for camping and because the state parks have been there since 1923, 1925, and 1929, the three state parks that all have the redwoods and all have camping and everything else that surround the national park.

Now, they possibly used some of these figures—right now we have had about 400,000 visitors. They are at 800,000 visitors for the state parks. So a lot of it is spin off from the state parks and they stop at the national because they are there. So they may have used something like that or used a state average of tourism.

California is one of the largest tourism areas in the United States. So they come from all over the world into California. So they could have used an average there too but, you know, I couldn't really say what he based that on, just that it was erroneous. And time is a great prover of whether a fact is really a fact or just a darn good guess.

Mr. JONES. Well, just one last statement, Mr. Chairman. I heard the frustration from each of you and I can honestly tell you that from the frustration that you feel will come changes, I can assure you of that.

Ms. SPARKS. Thank you.

Mr. POMBO. Thank you. Mr. Kildee, did you have another question?

Mr. KILDEE. Thank you, Mr. Chairman, just one question. We were discussing the possibility of turning lands back to the state.

Senator, wasn't the land of the Voyageurs National Park state land at one time and by act of the legislature of Minnesota was turned over to the Federal Government?

Mr. LESSARD. Mr. Chairman, Mr. Kildee? Yes, that is what happened. They turned over a great percentage—all the state land that was encompassed within the peninsula—to the Federal Government and the rest was through condemnation and land acquisition. Yes, it was turned over carte blanche to the Federal Government. Just a small percentage was state-owned land compared to privately-owned land.

Mr. KILDEE. At that time at least in about early '70's the legislature of Minnesota felt that it would be better to have the Federal Government own the land than the state government. Can you tell us why they—you were not there at that time apparently.

Mr. LESSARD. No. Mr. Chairman, I was sure involved. I fought that bitterly. This is what caused the upheaval in the state of Minnesota. First off some of the people were duped you might say because of the overly optimistic economic predictions, which have never even been minutely realized. So that accounted for that segment of the—I mean the people who supported the Federal take over. It was an act of the Minnesota legislature. If you were to have put that in a vote statewide, it wouldn't even have been close.

And everything that we said would happen in testimony, after testimony, after testimony has come about. First off, we said there would be more restrictions, and there are. They took away all the hunting, and added more and more stringent regulation on just about every single other use.. And the more you do that, the more you actually restrict visitor visitation to the park. And that is exactly what has happened.

So right now we would have more visitors if control went back to the affected counties, along with funding. We could open up more snowmobiling, and we could still protect the environment. I will bet you that you would have probably even more restrictive in some of areas if you allowed the local government and local people decide how to manage the peninsula, because that has been the case in other parts of the country. It certainly would be the case in Minnesota. We could protect the environment. We could allow hunting. We could allow motorboating. We could allow all kinds of other uses and still have a viable "wilderness experience" within the Voyageurs Park.

Mr. KILDEE. Thank you, Senator. That is all I have, Mr. Chairman.

Mr. POMBO. Mr. Radanovich, did you have any questions?

Mr. RADANOVICH. No, just came in a little late. Sorry, I just wanted to stand around and see this group testify.

Mr. POMBO. All right, thank you. I just wanted to make one thing clear with Mr. Baranek. You mentioned in your testimony about the North Delta Conservancy. How much public money was used to establish that?

Mr. BARANEK. Well, we were very fortunate that we happened to be in a big battle with the environmental groups of Sacramento. And Sacramento County settled a lawsuit with EPA over premature conversion of agriculture ground. And there was $1,300,000 available. And we were able to secure $50,000 of that money. The

rest of it went to Nature Conservancy and Trust for Public Land and American Farmland Trust to buy up agriculture ground and convert it to, guess what, wetlands and non-farming.

And here it was premature urban conversion of agriculture ground. And here we are the only true ag-oriented group. And what our thrust is is to protect the heritage of our area, to protect the farming, to enhance and protect the wildlife values or what is there. And along with—recreation has become a big part of the Delta's income and we are also protecting the boat and water-oriented and hunting forms of recreation.

So what we are doing is really trying to reach out to the inner-city and educate them that we are good stewards of the land, and we do not need government. At least we don't need government to buy land. We would like the interest on the money that they would spend to purchase the land to go out and buy necessary conservation easements and maybe even hire a manager because we are doing 100 percent volunteer work. We only generate about $25,000 through fund raisers. And our dues are very nominal. We don't really get that much out of it but at least we are operating on a shoestring budget.

But we are very successful because landowners really do care about it. And when you do educate them they do respond.

Mr. POMBO. So by placing a very small incentive there to establish the trust, the conservancy, to protect thousands of acres of land it was happening. And I don't remember what the exact figure of purchase in the entire Stone Lakes area.

Mr. BARANEK. Well, they were talking anywhere from $17,000,000 to $35,000,000. That is the initial cost. But I think our estimates—because if they are going to build wetlands in a pre-flooded floodplain or a flood retardation basin, they are going to have to make it flood neutral. And that means they are going to have to move how many million cubic yards of dirt outside of the area? I mean, it is going to be a $200,000,000 project over a 20-year period and if they can even meet the environmental problems that are existing with it because one thing that people fail to realize that the regional sanitation district which I did mention in my testimony runs all of its urban runoff through Stone Lakes.

And the county of Sacramento was very fortunate. They got a reprieve to allow them to keep pumping that water into the Sacramento River. But in the future they will probably be forced into tertiary treatment if this refuge does take place because I don't think you want to create another Ketcherson. I think you are familiar with the selenium problem that was in the west side of the Central Valley. Well, the Regional Sanitation District in their wisdom is using wetlands to filter out the heavy metals.

And so guess what is happening? Those heavy metals are dropping to the bottom of those wonderful ponds that they are building for the migratory waterfowl to land in. And it is just a matter of years and you are going to build up those toxic levels to a point where it may create problems with the migratory waterfowl or they are going to have to haul that stuff to Utah or Nevada or someplace where they can dispose of it.

Mr. POMBO. Thank you. Mr. Duncan, did you have any questions?

Mr. DUNCAN. Well, thank you very much, Mr. Chairman. I don't have any questions but I do want to commend you and the Chairman of the full Committee for calling this hearing on this very important topic. I have been concerned for some time about the amount of land that is owned in this nation and is being taken over in this country by the Federal Government. And when you add in the amount of land that is owned by our state governments and our local governments and then by what are commonly referred to as quasi-governmental agencies it is getting up to where it is close to half the land in this nation.

And I think private property is one of the most important foundations of the prosperity that we have in this country. And I think we need to reverse that trend. In fact, I think we need to start considering selling some of this private land and getting it back into the private sector and on the tax rolls and so forth. And that was a very strong recommendation of the Grace Commission a few years ago for instance.

So I am pleased that you have held this hearing. I am sorry that I haven't been able to be here for most of it because I had to meet with constituents and in other meetings. But thank you for your efforts on this. Thank you very much.

Mr. POMBO. Thank you. I would like to thank the witnesses for their valuable testimony.

Mr. DOOLITTLE. Mr. Chairman.

Mr. POMBO. Mr. Doolittle.

Mr. DOOLITTLE. I know you are trying to wrap this up. I do have one question.

Mr. POMBO. OK, go ahead.

Mr. DOOLITTLE. I have a note to Mr. Baranek and I failed to pick that up when I was questioning. You testified that the Fish and Wildlife Service should be required to follow the same process as the Forest Service, the Park Service, and BLM, require enabling legislation establishing refuge boundaries specifically authorized by Congress. Could you just comment for us as apparently they are not required to—are they the only agency that is exempt from this?

Mr. BARANEK. Well, my understanding is that Congress authorized I think there is three or four different acts. One goes back in the '40's, one is in the '80's that authorize the Interior Department or the Fish and Wildlife Service to purchase property. But it doesn't go through any review process. Just the Regional Director has the right to approve a refuge boundary.

Mr. DOOLITTLE. So they have a blanket authorization to do what no other agency as we know?

Mr. BARANEK. Right. They are on their own. And our concern is that when Fish and Wildlife came to our area they hired a consulting—in fact, do you want what really happened? It is really weird. This is really highway robbery. When we first found out about Stone Lakes Wildlife Refuge we were asked to a public meeting. And we went to a public meeting and it ended up we were satisfied. It was going to be a 5,000-acre refuge, and I have always supported refuges all my life because they were very positive things for depreciating waterfowl. And it worked in harmony with rice growers and various other growers that had problems with ducks and geese damaging their crops.

And so—you know, for 20 years I like to duck hunt and everything else—I supported them very strongly. And when they came in the area we were looking at establishing this refuge north of Hood Franklin Road which is about halfway of what that refuge site is, about 5,000 acres. And we supported it because the county has done a lousy job managing the property for 20 years and nothing has happened. They were going to make a regional park out of it and nobody has any money. So this is how things get generated by the bureaucrats locally or state-wise or federally, whichever way it is.

So anyway in their good wisdom they call this meeting. Well, we were divided into little groups and we studied wetlands habitat. We studied all various aspects of refuge management or what they do with a refuge. Well, we go to the Board of Supervisors and all of a sudden here we were laid on this 74,000-acre refuge and an environmental assessment. They call that their scoping session. They didn't even advertise it as a scoping session or no knowledge at all and they were trying to force an environmental document through without going through an extensive process with all these health, safety and pollution problems going into this refuge.

And so we forced the Board of Supervisors into doing an environmental impact statement. To make it even worse, here is the agency that hires an independent consultant that is programmed by them to establish a refuge and not listen to the facts, not listen to anything. He is programmed by the Service to make sure—it is like when you build a home or when you are going in front of the Board of Supervisors and you want to rezone your land, you hire the best attorney and the best person that is going to do the job for you. Well, that is what Fish and Wildlife did.

And then they put together a steering committee made up of all environmental people and only two landowners. And the two landowners, one was a more recent landowner, one was an older landowner. But they were really working toward that 5,000 acres.

Well, we came unglued, I mean totally came unglued. And we demanded this and demanded that out of the Board of Supervisors and forced them to go through the EIS process. We even got so mad that we sued under NEPA which you never sue under NEPA but we didn't understand that. But it was a very narrow lawsuit because we felt they should answer these health safety problems.

Well, the Federal judge said, "Hey, they don't have to answer anything. All they have to do is mention it." And we were going to file an appeal but we figured the 9th Circuit Court and after spending $150,000 of taxpayers' dollars or your dollars because as far as I am concerned it came out of—it was our money suing our money is what it is and they are unlimited. I mean you don't have a chance.

And I am very disappointed in some of our Republican judges that were appointed by a certain administration because all they care about is government, they don't care about what is right and wrong. And it is tough. It is a tough road to hoe. We in the private sector have a rough go especially with the Endangered Species Act and how it affects us adjacent landowners.

Fish and Wildlife says it increases your value because you are going to be able to build homes and you are going to be able to do

these wonderful things and make hunting clubs and so forth. This is true in rice land. This is true in invaluable farmland. But this refuge is surrounded by pears, grapes, high income crops. Our vineyards are worth anywhere from $13,000 to $20,000 an acre. The Clarksburg Wine Growers Association and our Appalachian has really come on strong and our land values are up there in a high value.

And what if this flooding jumps the fence how do we farm? I mean we are in deep trouble. These, you know, are just the tip of the iceberg.

Mr. POMBO. That is why we are having these hearings and have a Contract with America, to answer some of these questions.

Mr. BARANEK. Well, I really appreciate what you are doing. I really have to applaud you. We need help.

Mr. POMBO. Well, thank you for doing your part and for informing the committee. Thank you. We are going to wrap up the hearing now. I thank the witnesses for their valuable testimony and the Members for their questions. To the members of the panel that testified some Members may want to address questions to you in a written form. And those will be forwarded to you and we would appreciate an answer to that for the hearing.

If there is no further business the Chairman again thanks the Members of the Committee and our witnesses. The Committee now stands adjourned.

[Whereupon, at 1:30 p.m., the committee was adjourned; and the following was submitted for the record:]

United States General Accounting Office

GAO

Testimony

Before the Committee on Resources
House of Representatives

For Release on Delivery
Expected at
10:00 a.m., EST
Thursday
March 2, 1995

FEDERAL LANDS

Information on Land Owned and on Acreage With Conservation Restrictions

Statement of John H. Anderson, Jr., Associate Director
Natural Resources Management Issues
Resources, Community, and Economic Development Division

GAO/T-RCED-95-117

Mr. Chairman and Members of the Committee:

We are pleased to be here to discuss our report,[1] which is being released today, on the trends in the amount of (1) federally owned land and (2) federal acreage set aside for conservation purposes.[2] This work was done at your and Representative Pombo's request. The federal government owns about 650 million acres, or about 30 percent of the 2.3 billion acres of land in the United States. Our work covered the four federal agencies that manage about 95 percent of all federal land--the Department of Agriculture's Forest Service and the Department of the Interior's Bureau of Land Management (BLM), Fish and Wildlife Service (FWS), and National Park Service (NPS). Most of their land is located in 12 western states.

In summary, for the 29-year period from the end of fiscal year 1964 through fiscal year 1993, the overall amount of federal land managed by the four agencies decreased 77.4 million acres, from about 700.5 million acres to about 623.1 million acres. However, the overall decrease is skewed because of two unique land transfers in Alaska--the transfer of about 75.6 million

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[1]Federal Lands: Information on Land Owned and on Acreage With Conservation Restrictions (GAO/RCED-95-73FS, Jan. 30, 1995).

[2]Federal acreage legislatively or administratively set aside for conservation purposes includes land for national parks, national wildlife refuges, wilderness and wilderness study areas, and wild and scenic rivers. The land can have restrictions for such things as the use of motorized equipment, the construction of buildings and roads, and the development of commercial enterprises.

acres of federal land to the state of Alaska in accordance with the Alaska Statehood Act of 1958 and the transfer of about 36.1 million acres to Native Alaskans in accordance with the Alaska Native Claims Settlement Act of 1971. Excluding these two large land transfers, the overall amount of land managed by the four agencies actually increased 34.3 million acres.

Over the same 29-year period, the number of acres managed by the four agencies that were set aside for conservation purposes increased from about 51.3 million acres at the end of fiscal year 1964 to about 271.1 million acres at the end of fiscal year 1993.

BACKGROUND

Each of the four agencies has its own unique mission and special responsibilities for the lands and resources under its jurisdiction. NPS manages the national park system for the enjoyment of current and future generations. FWS manages land for the conservation and protection of fish and wildlife. BLM and the Forest Service support a variety of uses for their lands, including recreation, timber harvesting, mineral production, livestock grazing, fish and wildlife habitat, and rangelands.

Over the past 30 years, the Congress has enacted a number of laws, and federal agencies have imposed numerous administrative restrictions, to conserve and protect both public and private

lands. Among other things, the laws and restrictions affect what can be done on these lands in connection with the air, water, soils, plants, and animals.

The General Services Administration publishes statistics on the amount of land managed by each federal agency. However, we found that this information was not current or reliable, therefore, we developed the information for our report by obtaining it directly from each of the four agencies covered by our review.

TRENDS IN LAND MANAGED BY FOUR FEDERAL AGENCIES

At the end of fiscal year 1993, the Forest Service, BLM, FWS, and NPS managed about 623.1 million acres of federal lands, or about 27 percent of the land in the United States. Over the 29-year period from June 30, 1964, to September 30, 1993, the amount of land managed by the Forest Service, FWS, and NPS increased. These increases were the result of (1) transfers from BLM for the purposes of creating new, or expanding existing, national forests, wildlife refuges, and parks and (2) new land acquisitions. The amount of land managed by the Forest Service increased by 5.2 million acres, rising from 186.3 million acres in 1964 to 191.5 million acres in 1993. FWS-managed land increased 65.0 million acres, from 22.4 million acres in 1964 to 87.4 million acres in 1993. NPS-managed land increased 49.1

million acres, from 27.5 million acres in 1964 to 76.6 million acres in 1993.

Over the same period, the amount of land managed by BLM decreased by 196.7 million acres, dropping from 464.3 million acres in 1964 to 267.6 million acres in 1993. This decrease was mainly due to the two large transfers of federal land in Alaska and to transfers of land from BLM to FWS and NPS in 1979 and 1980.

I have included as appendix I to my statement a graph showing the changes in the amount of land managed by the four agencies from the end of fiscal year 1964 through fiscal year 1993.

Since fiscal year 1993, the amount of land managed by the four agencies has continued to increase. The agencies acquired about 203,000 acres in fiscal year 1994, 72,000 acres by the Forest Service, 27,000 acres by BLM, 82,000 acres by FWS, and 22,000 acres by NPS. In addition, under the California Desert Protection Act of 1994, BLM transferred approximately 3 million acres to NPS for the establishment of the newly created Mojave National Preserve, Death Valley National Park, and Joshua Tree National Park.

PERCENTAGE OF LAND IN EACH STATE MANAGED BY FOUR FEDERAL AGENCIES

The amount of land managed by the four agencies in each state varied greatly--from less than 1 percent in Iowa to 81 percent in Nevada. The four agencies managed more than 25 percent of the total land in 12 western states. In five of these states, the agencies managed over 50 percent of the land. Besides Nevada, 66 percent of the land in Alaska is managed by the four agencies, 62 percent of Utah, 61 percent of Idaho, and 52 percent of Oregon. The amount of federal land managed by the four agencies ranged between 10 and 25 percent in 4 states and the District of Columbia, between 5 and 10 percent in 8 states, between 2 and 5 percent in 11 states, and less than 2 percent in the remaining 15 states. I have included as appendix II to my statement a map showing the percentage of federal land in each state managed by the four agencies at the end of fiscal year 1993.

Over the 29-year period, the amount of land managed by the four agencies increased in 46 states and the District of Columbia by almost 20.0 million acres and decreased in 4 states by over 97.4 million acres. Practically all of the 97.4 million acre decrease--about 96.2 million acres--occurred in Alaska as a result of the transfers of land from BLM to Alaska and to Native Alaskans. If these transfers are excluded, the amount of federal land in Alaska also increased over the 29-year period by about

15.5 million acres. The amount of land managed by the four agencies in Idaho, New Mexico, and Utah decreased by about 1.2 million acres during the 29-year period. The map in appendix III to my statement shows the change in the percentage of federal land managed by the four agencies in each state from fiscal years 1964 through 1993.

FEDERALLY MANAGED LAND SET ASIDE FOR CONSERVATION PURPOSES

Over the same 29-year period, the amount of federal land managed by the four agencies that had legislative or administrative restrictions placed on its use for conservation purposes increased from 51.3 million acres (about 7 percent of the agencies' total acreage) in fiscal year 1964 to 271.1 million acres (almost 44 percent of the agencies' total acreage) in fiscal year 1993.

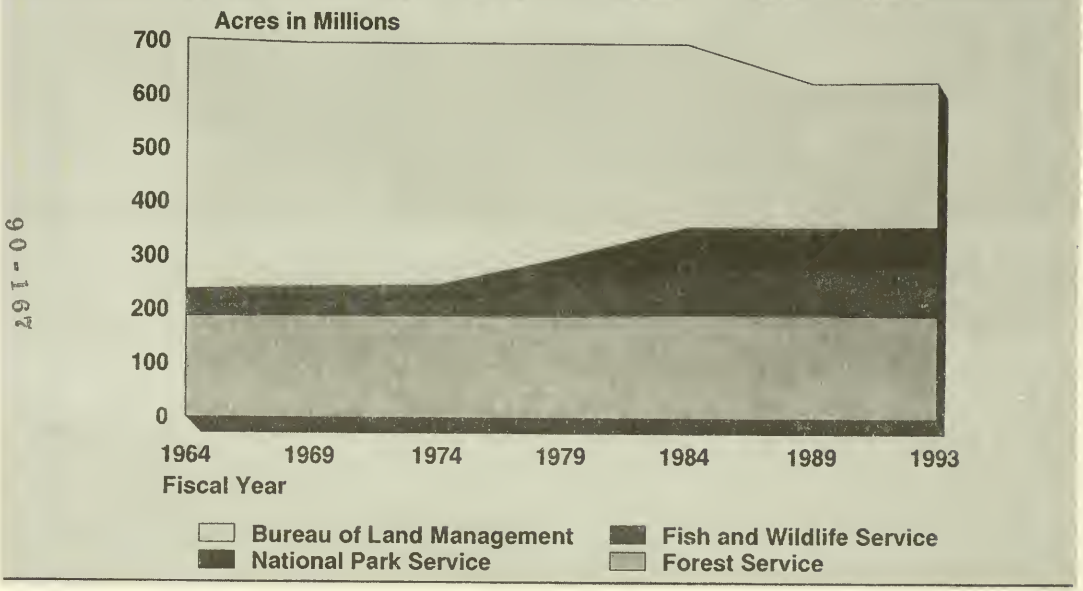
All of the lands managed by FWS and NPS are generally considered to be restricted for conservation purposes. The Forest Service and BLM, however, do not restrict all of their lands for conservation purposes. Rather, by law, they manage their lands for multiple uses to best meet the present and future needs of the public and to sustain, in perpetuity, their economic use. Some Forest Service and BLM lands, however, are also set aside for conservation purposes, such as wilderness areas or refuges.

Most of the federal acreage with conservation restrictions is located in 12 western states. The map in appendix IV to my statement shows, as of September 30, 1993, the percentage of land in each of the 12 western states and Hawaii that are managed by the Forest Service, BLM, FWS, and NPS and the percentage of that land that is restricted for conservation purposes. The percentage of federal land set aside for conservation purposes ranges from a low of 17 percent in Nevada to a high of 100 percent in Hawaii.

Mr. Chairman, at your and Representative Pombo's request, we plan to issue a more comprehensive report later this year that will address, among other things, the reasons for changes in federal land ownership, methods used by the federal government to acquire land, and the amount of private land under federal regulatory control. This concludes our statement. We will be happy to respond to any questions that you or other Members of the Committee may have.

GAO

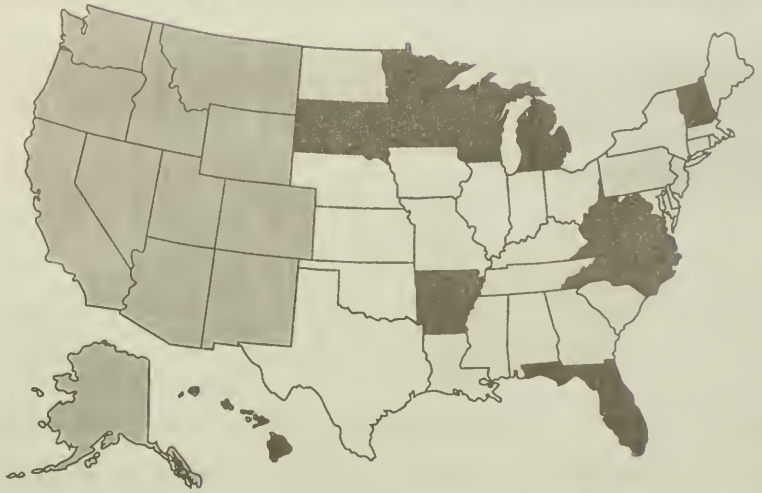
Change in Acres of Land Managed by the Four Federal Agencies, FY64-93



291-06

GAO

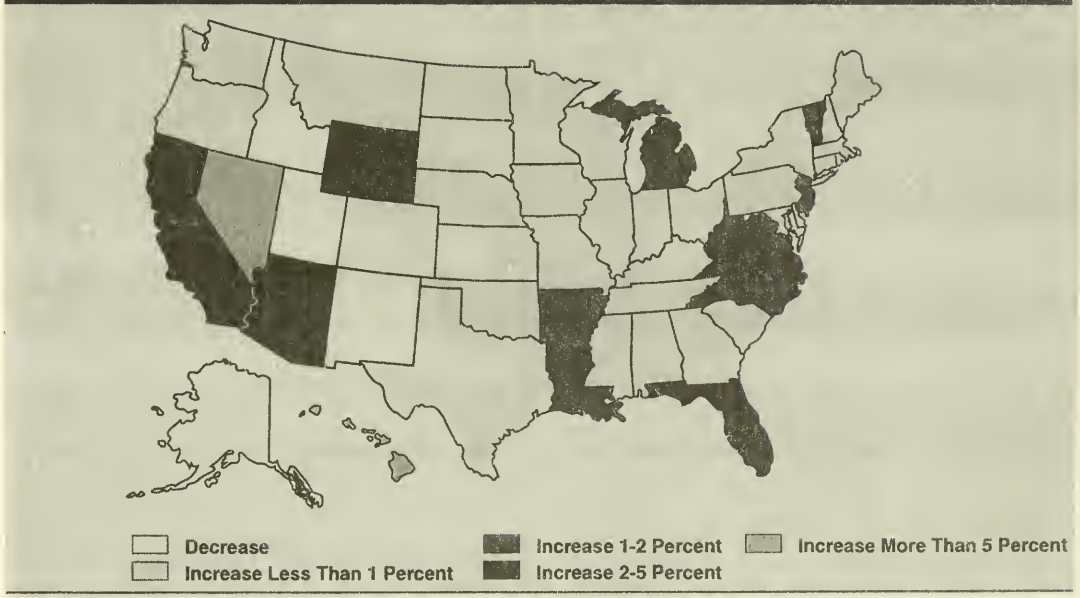
Percent of Federal Ownership - FY93



Less Than 2 Percent
2-5 Percent
5-10 Percent
10-25 Percent
More Than 25 Percent

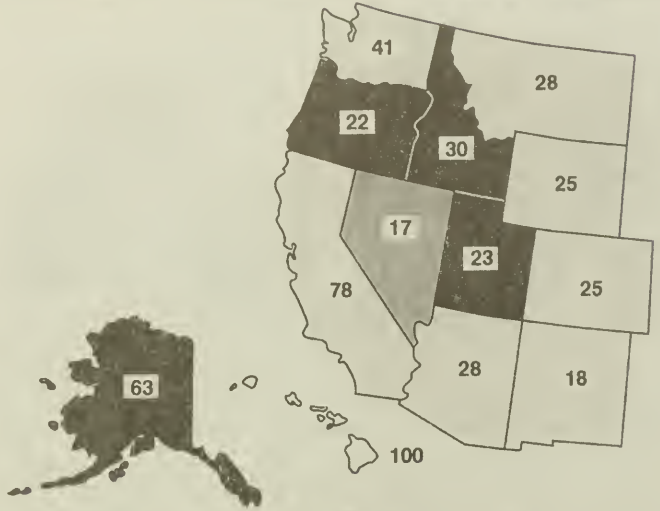
GAO

Change in Percent of Federal Ownership FY64-93



GAO

Percent of Western Federal Land With Restrictions



Note 1: The color indicates the percentage of land that is managed by the federal government.

Note 2: The number represents the percentage of federal acreage that has conservation restrictions.

EFFECTS OF REDWOOD NATIONAL PARK ON
NORTHERN CALIFORNIA

I AM ANNA SPARKS, FORMER FIFTH DISTRICT SUPERVISOR OF HUMBOLDT COUNTY, CALIFORNIA FOR TWELVE YEARS..

MY FORMER DISTRICT IS IN THE NORTHERN PART OF THE COUNTY AND IS HOME OF THE REDWOOD NATIONAL PARK, EIGHT STATE PARKS, THREE COUNTY PARKS, SIX RIVERS NATIONAL FOREST, BUREAU OF LAND MANAGEMENT HOLDINGS AND PRIVATE TIMBER LANDS. TIMBER AND GOVERNMENT ARE OUR LARGEST EMPLOYERS.

WE HAVE OFTEN HEARD THE WARNING..... "THOSE WHO FAIL TO HEED THE LESSONS OF HISTORY ARE DOOMED TO REPEAT THEM....."

IT IS A WARNING OFTEN FORGOTTEN, OR NOT CONSIDERED BY THOSE WHO CLAMOR FOR THE EXPANSION OF THE NATIONAL PARK SYSTEM.

HISTORY HAS SHOWN THAT WHEN LAND IS REMOVED FROM COMMERCIAL PRODUCTION, NOT ONLY IS PRODUCTION LOST BUT SO ARE THE JOBS OF THE WORKERS IN DIRECT PRODUCTION AND THOSE INDIRECTLY SUPPORTING THE WORKERS, THE VENDORS OF SUPPLIES AND TOOLING. LAST, BUT NOT LEAST, THE TAX BASE UPON WHICH OUR LOCAL GOVERNMENT DEPENDS TO FUND OUR SCHOOLS, LIBRARIES, ROADS, WELFARE AND MEDICAL SUPPORT FOR THOSE WHO CANNOT TAKE CARE OF THEMSELVES, AND OTHER BASIC SERVICES SUCH AS CLEAN WATER AND LAW ENFORCEMENT.

HUMBOLDT AND DEL NORTE COUNTIES CAN CITE STATISTICAL EVIDENCE OF THE NEGATIVE EFFECT OF THE REDWOOD NATIONAL PARK. THERE IS LITTLE

REASON TO BELIEVE THE EFFECTS WOULD BE ANY DIFFERENT IN ANY OTHER STATE THAN THEY HAVE BEEN IN CALIFORNIA.

'IN 1968, THE CREATION OF REDWOOD NATIONAL PARK ELIMINATED 718 FOREST INDUSTRY JOBS AND 2,039 INDIRECT JOBS, FOR A TOTAL OF 2,757.

IN 1978, A MINIMUM OF 3,218 DIRECT FOREST INDUSTRY JOBS AND MORE THAN 2,000 INDIRECT JOBS WERE LOST TO PARK EXPANSION. APPROXIMATELY 17% OF ALL HUMBOLDT JOBS AND 25% OF DEL NORTE COUNTY JOBS WERE LOST. 2,500 MEN AND WOMEN WERE COMPENSATED FOR THEIR JOBS, AND MANY WORKERS HAD A TOUGH TIME TRYING TO RETRAIN INTO NEW JOBS AND CAREERS BECAUSE OF THEIR INTEREST, AGE AND PREVIOUS EMPLOYMENT HISTORY. THEIR AGE AND LACK OF OPPORTUNITIES FOR NEW PLACEMENT IN A CLOSELY RELATED POSITION CAUSED SOME FAMILIES TO NOT FIND WORK. OTHERS HAD TO LEAVE THEIR FAMILIES AND FRIENDS, TO FIND WORK ELSEWHERE. SPOUSAL ABUSE INCREASED, CHILD ABUSE INCREASED, ALCOHOL, DRUGS AND DIVORCE BECAME MUCH MORE PREVALENT.

MERCHANTS WHO HAD PROVIDED FOOD, CLOTHING, SHELTER AND SERVICES TO THE DISPLACED WORKERS HAVE FELT THE IMPACT. COUNTIES HAVE FELT THE IMPACT OF PARK EXPANSION THROUGH ADDITIONAL DEMANDS ON COUNTY SERVICES AND LOST TAX REVENUES.

THE DOLLARS PAID TO THE FAMILIES OF THE DISPLACED WORKERS NEVER MADE UP FOR THE INDIVIDUAL LOSSES. SOME BUSINESSES COLLAPSED AND THE OWNERS HAVE NEVER BEEN PAID FOR THEIR LOSSES JUST BECAUSE THEY DIDN'T FIT INTO THE GUIDELINES SET FORTH BY THE BUREAUCRACY FOR EXPANSION RELATED COMPENSATION.

TWO MAJOR PROMISES WERE MADE BY GOVERNMENT DURING THE PARK'S CREATION IN 1968. THOSE PROMISES HAVE NEVER BEEN FULFILLED

THE FIRST PROMISE WAS TO ACCELERATE THE HARVEST ON SIX RIVERS NATIONAL FOREST TO REPLACE THE VOLUME LOST TO PARK EXPANSION. IN REALITY, SIX RIVERS NATIONAL FOREST HAS REDUCED THE AMOUNT OF TIMBER OFFERED, ADDING FURTHER TO LOST JOBS. THE HARVEST ACTUALLY DECLINED NEARLY 50%, BETWEEN 1971 AND 1980. THE HARVEST IN 1985 WAS 154 MILLION BOARD FEET, ABOUT 50 MILLION BOARD FEET LESS THAN 1971. BETWEEN 1992 AND 1994, 16 MMBF WERE ADVERTISED FOR SALE. DURING THAT SAME PERIOD 132 MMBF WERE HARVESTED WHICH COMPLETELY DEPLETED THE BACK LOG OF TIMBER SALES. THERE ARE NO NEW SALES PENDING IN 1995.

THE SECOND PROMISE WAS OF INCREASED TOURISM TO OFFSET JOB LOSSES. ACCORDING TO THE SIERRA CLUB, TOURISTS WERE JUST WAITING TO WALK, PICNIC AND CAMP IN THE REDWOOD FORESTS, BREATHE THE CLEAN AIR AND COMMUNE WITH THE TALL TREES, POSSIBLY WITH THOUGHTS OF YOSEMITE DANCING IN THEIR HEADS.

IN REALITY, LADY BIRD JOHNSON GROVE CONSISTS OF 3 TABLES, HIS AND HER TOILETS, LIMITED PARKING, TWO GARBAGE CANS AND A TRAIL. THERE IS NO BEAUTIFUL LODGE TO ALLOW PEOPLE TO STAY IN OR NEAR THE PARK AND NO FUNDING TO CREATE A LODGE. OVER 90 PERCENT OF THE PARK IS NOT EVEN ACCESSIBLE TO THE AVERAGE TOURIST

THE SIERRA CLUB'S BASIC PREMISE IN URGING THE CREATION OF THE PARK WAS TO SAVE THE LAST OF THE REDWOODS. THEY PREDICTED SUCH AN OUTPOURING OF VISITORS TO THE AREA THAT TOURISM WOULD REPLACE TIMBER AS THE DOMINANT INDUSTRY

IT IS CHARACTERISTIC OF THE SIERRA CLUB THAT SINCE THE PARK TAKING WAS ACCOMPLISHED THEIR USUALLY HIGHLY VOCAL SPOKESPERSONS HAVE INITIATED NO EFFORT TO PERSUADE DECISION MAKERS TO MAKE THE PARK MORE ATTRACTIVE AND ACCESSIBLE BY ERECTING A LODGE AND MORE CAMPGROUNDS AND TRAILS. QUITE THE CONTRARY, UNDER THE NAME OF "NATURAL MANAGEMENT," THEY PREFER TO DISCOURAGE VISITORS AND THE DEVELOPMENT OF ANY AMENITIES.

THEY SELL ILLUSION, NOT REALITIES. THEY PREFER TO MOVE ON TO OTHER TARGETS, TO ADD MORE WILDERNESS AND MORE RESTRICTED-USE FOR LANDS IN THE NATION'S INVENTORY. ONCE THEIR OBJECTIVES ARE ACHIEVED THEY APPEAR UNINTERESTED IN THE PEOPLE ADVERSELY AFFECTED BY THE AFTER-MATH, WHICH IS WHY THERE IS SUCH A HUGE BACKLOG OF UNFUNDED PARKS AND WHY THERE ARE INSUFFICIENT MONIES AVAILABLE FOR EFFECTIVE MANAGEMENT OF EXISTING PARKS.

THEY CITED STUDIES TO SUPPORT THEIR CLAIMS, INCLUDING ONE BY ARTHUR D. LITTLE WHICH PREDICTED BY 1973 THERE WOULD BE AN INCREMENTAL GAIN IN THE NUMBER OF VISITOR DAYS ABOVE THOSE OF THE STATE PARKS IN THE REGION AND PREDICTED AN INCREMENTAL GAIN TO 1.6 MILLION VISITOR DAYS BY 1983.

THE FACT IS, THE TOTAL NUMBER OF VISITOR DAYS REACHED ONLY A LITTLE MORE THAN 39 THOUSAND IN THAT 10 YEARS PERIOD.

THIS IS LESS THAN 5 PERCENT OF THE ARTHUR D. LITTLE ESTIMATE AND LESS THAN 4 PERCENT OF THE NATIONAL PARK SERVICE ESTIMATE OF WHAT ATTENDANCE SHOULD BE EXPECTED. ANNUAL GROWTH IN VISITOR HOURS HAS

AVERAGED LESS THAN 3 PERCENT. THIS CONTRASTS WITH THE ATTENDANCE GAINS IN THE STATE PARKS, WHICH HAVE SHOWN SIGNIFICANT VISITOR INCREASES.

PROJECTIONS ASSUMED VISITORS WOULD STAY AN AVERAGE OF 12 HOURS. IN REALITY, THEY VISIT THE PARK FOR AN AVERAGE OF 50 MINUTES.

IF THE DETAILED DATA BEHIND THE SUMMARIES IS EXAMINED, IT SHOWS THAT MORE THAN HALF OF THE PARK VISITS ARE TO AREAS WHICH HAVE LITTLE TO DO WITH REDWOOD TREES PER SE. AS A MATTER OF RECORD THESE AREAS WERE MAJOR ATTRACTIONS BEFORE THE PARK WAS FORMED

ONE SUCH ATTRACTION IS CRESCENT BEACH, POPULAR BECAUSE OF ITS OCEAN FRONT SETTING AND CAMPING FACILITIES, PRAIRIE CREEK REDWOOD STATE CAMPGROUND AND PARK. THE OTHER IS LAGOON CREEK PICNIC AREA, WHERE THE PRINCIPAL ATTRACTION IS THE PICNIC AREA WITH TABLES IN A PLEASANT SETTING BESIDE U.S. HIGHWAY 101. THESE AREAS ACCOUNT FOR ONE-HALF OF ALL THE VISITS TO THE PARK. THE JOHNSON GROVE WAS VISITED BY ONLY 4 PERCENT OF THE TOURISTS.

FUNDS HAVE NOT BEEN USED FOR PICNIC TABLES, ACCESS ROADS, FIRE PITS, SANITATION, RUNNING WATER OR CAMPING AMENITIES THAT MAKE VISITING A PARK REWARDING. AS FEW AS 10 PERCENT OF THE VISITORS TO THE REDWOOD NATIONAL PARK EVEN GET OUT OF THEIR CARS.

THE TOURISM BUST HAS PERHAPS BEEN BEST SUMMARIZED BY GLORIA ZUBER, THEN PRESIDENT OF THE ORICK CHAMBER OF COMMERCE, WHEN SHE PRESENTED TESTIMONY BEFORE A CONGRESSIONAL COMMITTEE IN CONNECTION WITH THE PROPOSED PARK EXPANSION. ORICK IS GEOGRAPHICALLY THE CLOSEST

COMMUNITY TO REDWOOD NATIONAL PARK AND JUST A FEW MOMENTS DRIVE FROM THE LADY BIRD JOHNSON GROVE.

SHE SAID, "THERE HAS BEEN A DRASTIC AND SEVERE DECLINE IN THE NUMBER OF BUSINESSES OPERATING IN ORICK SINCE THE CREATION OF THE REDWOOD NATIONAL PARK IN 1968

IN 1968 WE WERE INFORMED THAT THE NEXT 10 YEARS, 1968 THROUGH 1978, WERE TO BE A PERIOD OF TRANSITION TO TOURISM. TOURISM WAS TO BE THE MAJOR BASE OF ORICK'S ECONOMY. HOWEVER, REDWOOD NATIONAL PARK IS ONE OF THE LEAST VISITED NATIONAL PARKS IN THE COUNTRY. UNEMPLOYMENT IN OUR AREA IS TWICE THE NATIONAL AVERAGE, 14.6 PERCENT AND THE REWOOD NATIONAL PARK, HAS HELPED RELIEVE OUR HIGH LEVEL OF UNEMPLOYMENT BY HIRING ONE LOCAL RESIDENT. ANY EXPANSION TO REDWOOD NATIONAL PARK WOULD BE HIGHLY DETRIMENTAL TO ORICK AND ITS SURROUNDING COMMUNITIES." MRS. ZUBER'S PREDICTION PROVED TO BE TRUE.

THE ESTIMATED COST OF THE PARK, AS PROVIDED TO THE SENATE IN 1968, INDICATED THAT THE ORIGINAL TAKING OF PRIVATE LANDS WOULD COST SOMETHING UNDER 92 MILLION DOLLARS. BY 1981, THE TOTAL WAS OVER 306 MILLION DOLLARS. ON WEDNESDAY, JANUARY 28, 1987, THIS TOTAL WAS INCREASED BY A U.S. DISTRICT COURT TRIAL PANEL, WHICH CONCLUDED THE FEDERAL GOVERNMENT OWED ADDITIONAL COMPENSATION TO LOUISIANA PACIFIC CORPORATION AND SIMPSON TIMBER COMPANY. THE TOTAL, INCLUDING INTEREST DUE, WAS EXPECTED TO BE 770 MILLION DOLLARS.

REDWOOD NATIONAL PARK'S TOTAL COST NOW EXCEEDS ONE BILLION DOLLARS AND IS THE MOST EXPENSIVE OF ALL NATIONAL PARKS

PARK EXPANSION HAS NEITHER ENCOURAGED INVESTMENT NOR CREATED NEW JOBS. HIGHER PAYING SKILLED JOBS HAVE BEEN REPLACED BY MUCH LOWER PAYING FOOD, TOURIST AND OTHER SERVICE RELATED JOBS. TIMBER JOBS NORMALLY PAY BETWEEN 18 AND 32 THOUSAND DOLLARS PER YEAR, WHILE FOOD SERVICE JOBS FREQUENTLY PAY LESS THAN 10 THOUSAND DOLLARS PER YEAR.

NATIONAL, STATE AND LOCAL PARK SYSTEMS HAVE A CONSIDERABLE INVESTMENT IN REDWOOD PARKS. ABOUT 70 PERCENT OF THE REMAINING OLD GROWTH REWOOD TREES ARE NOW IN PARKS.

UNKEPT PROMISES OF MITIGATION TO LOCAL RESIDENTS, BUSINESSES AND GOVERNMENT WERE THE RESULT OF INFLATED AND UNSUBSTANTIATED ECONOMIC PROJECTIONS. PROMISED BENEFITS AND DEVELOPMENT HAVE NOT BEEN REALIZED

CURRENTLY, THERE ARE NEARLY ONE QUARTER OF A MILLION ACRES HELD IN PARKS IN THE REDWOOD REGION OVER 82 THOUSAND ACRES CONTAIN OLD GROWTH REWOOD SIX RIVERS NATIONAL FOREST BORDERS REWOOD NATIONAL PARK AND CONSISTS OF OVER A MILLION ACRES. SIX RIVERS WILL PRESERVE ALL OF ITS DISTINCTIVE STANDS OF OLD GROWTH REDWOODS.

REDWOOD NATIONAL PARK IS NOT A PARK IN THE SENSE OF YOSEMITE, YELLOWSTONE OR MOUNT RUSHMORE. VAST SECTIONS HAVE BEEN CLOSED OFF TO THE PUBLIC AND ACCESS HAS BEEN LIMITED THROUGH THE CLOSING AND ELIMINATION OF ROADS AND ACCESS POINTS. IT IS A PRESERVE.

IT IS A PRESERVE BUILT ON GOOD INTENTIONS AND FALSE, INFLATED AND MISREPRESENTED FACTS, WHICH HAVE CONTRIBUTED SIGNIFICANTLY TO THE FISCAL PROBLEMS OF NORTH COAST COUNTIES, BUSINESSES AND THE LIVES OF

THE REGION'S CITIZENS.

THE SCARE TACTICS OF THE "NO ON EVERYTHING" CROWD CAN BE FAR MORE EFFECTIVE IF THE PUBLIC DOES NOT KNOW THE FACTS. THERE IS A SEGMENT OF THE PUBLIC, WHO BELIEVE THEY ARE IMMUNE TO ECONOMIC RECESSION, WHO FEEL THEY CAN AFFORD THE LUXURY OF SHUTTING DOWN TIMBER PRODUCTION IN FAVOR OF PRESERVATIONIST FOREST POLICIES. THERE ARE SOME PEOPLE WHO DO NOT WANT THEIR COMMUNITIES TO EXPAND TO ACCOMMODATE NEW INDUSTRIES, WORKERS AND OPPORTUNITIES. ALSO THEIR MOTIVES ARE USUALLY APPARENT

HALF TRUTHS AND POOR INFORMATION RESULT IN BAD POLICY. WITHIN OUR SOCIETY THERE IS AN ADMISSION THAT WE NEED PRISONS, WE NEED MANUFACTURING, WE NEED TIMBER, WE NEED MINERALS AND OIL, BUT WE DEFINITELY DON'T WANT THEM IN OUR OWN BACKYARD. THESE ARE UGLY, SMELLY NOISY ACTIVITIES THAT SHOULD BE PLACED SOMEWHERE ELSE.

WHEN PRIVATE LANDS ARE TAKEN, TAX REVENUES AND JOBS ARE LOST. WHEN PRIVATE AND PUBLIC LANDS, SUCH AS NATIONAL FORESTS ARE CONSIGNED TO NATIONAL PARK STATUS, THE FINEST TREE GROWING SOIL IN THE WORLD IS LOST FROM ITS HIGHEST AND BEST USE. TIMBER YIELD TAXES ARE LOST, JOBS ARE NOT CREATED THROUGH MULTIPLE USE SUCH AS SPORTING GOODS STORES, EQUIPMENT RENTALS, FOREST ACCESS STATIONS, GUIDES, TIMBER JOBS, AND FIREWOOD CUTTING

FISHERIES AND ENVIRONMENTAL ENHANCEMENT PROJECTS ARE PAID FOR BY THE TAX PAYERS OR NOT DONE AT ALL. THE COST OF LUMBER GOES UP AND DRIVES THE PRIVILEGE OF OWNING YOUR OWN HOME OUT OF THE REACH OF MANY OF OUR PEOPLE.

NOW WE ARE IMPORTING LOGS FROM OTHER COUNTRIES THAT DO NOT HAVE THE ENVIRONMENTAL COMMITMENT THAT WE HAVE IN CALIFORNIA IN ORDER TO TRY AND PRODUCE THE LUMBER WE NEED TO KEEP OUR PEOPLE WORKING PRODUCING THE PRODUCTS AND HOMES THE NATION NEEDS

I AM NOT HERE ON BEHALF OF THE TIMBER INDUSTRY, LOCAL GOVERNMENT OR ANY SPECIAL INTEREST. MY COMMENTS AND THOUGHTS ARE THE RESULT OF TRYING TO SERVE MY CONSTITUENTS AND WATCHING THEIR DISBELIEF AS THEIR JOBS WERE TAKEN AWAY, THEIR LIVES TORN APART AND THEIR GOVERNMENT LISTENING TO THE LIES AND DISTORTIONS OF THE PROPONENT OF EXPANSION. THEN THE FINAL SLAP OF THEIR GOVERNMENT WAS THE BREAKING OF ALL THEIR PROMISES OF USFS TIMBERS SALES AND JOBS IN THE PARKS OR RETRAINING FOR JOBS IN THE AREA.

ONCE AGAIN THEY TOOK OUR TAXES AND GAVE MONEY TO A FEW WITHOUT ANY PLANS OF AN ECONOMIC BASE FOR THE COMMUNITY ORICK, THE COMMUNITY NEXT TO THE PARK, NOW HAS 72% OF ITS SCHOOL AGE CHILDREN LIVING IN POVERTY AND RECEIVING GOVERNMENT SUBSIDY

PLEASE DO NOT MISUNDERSTAND, I SUPPORT HAVING PARKS, BUT WHEN IS ENOUGH, ENOUGH? HOW MANY MILLIONS OF ACREAS OF LAND DOES IT TAKE TO SATISFY THE INSATIABLE APPETITE OF THE PRESERVATIONIST? HOW MUCH OF OUR PRIME GROWING SOIL MUST BE TAKEN OUT OF PRODUCTION, NEVER TO PRODUCE AGAIN? HOW MANY LIVES HAVE TO BE DESTROYED AND FAMILIES TORN APART? HOW MANY COMMUNITIES MUST BE THROWN INTO POVERTY BEFORE THE LIBERAL MINORITY FACTION IS SATISFIED? HOW MANY BROKEN PROMISES WILL THE GOVERNMENT MAKE BEFORE THERE IS NO CREDIBILITY LEFT BETWEEN GOVERNMENT AND THE PEOPLE THEY ARE TO SERVE?

I BELIEVE WE NEED A BALANCE OF CONSERVATION, WISE USE AND MANAGEMENT OF OUR RESOURCES TO ASSURE THAT WE, AS WELL AS OUR CHILDREN, DO HAVE PRODUCTIVE AND MEANINGFUL LIVES. WE NEED TO RECALL THE LESSONS OF THE PAST. WE MUST NOT CAST THEM AWAY FOR SOME UNCLEAR VISION OF THE FUTURE. THE HIGHEST AND BEST USE OF OUR LAND IS WHEN ALL OF US BENEFIT FROM IT, THROUGH MULTIPLE USE AND GOOD MANAGEMENT

IN CONCLUSION I THINK I CAN SAY FLAT OUT, WITHOUT MUCH FEAR OF CONTRADICTION THAT, WITHOUT EXCEPTION, THE PLACEMENT OF THE REDWOOD NATIONAL PARK IN HUMBOLDT AND DEL NORTE COUNTIES HAS BEEN A DIRECT, INDUCEMENT TO THE DESTRUCTION OF JOBS AND THE LOSS OF INCOME.

CHAIRMAN YOUNG, YOU AND YOUR COMMITTEE NOW HAVE THE OPPORTUNITY TO LOOK AT PAST ERRORS OF RESOURCE LAND ALLOCATION DECISIONS AND GIVE GREATER CONSIDERATION TO THE EFFECTS THAT GOVERNMENT ACTIONS HAVE ON A COMMUNITIES'S RESOURCE BASE. YOU SHOULD INCREASE THE USE OF THE NATIONAL PARKS, DEVELOP TRUE MULTIPLE USE MANAGEMENT ON USFS LANDS AND REDUCE THE DEPENDENCE ON PUBLIC ASSISTANCE. I HAVE CONFIDENCE THAT YOUR COMMITTEE WILL BE ABLE TO MAKE THE PROMISES OF THE PAST A REALITY.

FEBRUARY 22, 1995

Statement by State Senator Bob Lessard
House Resources Committee
March 2, 1995

Mr. Chairman, Members of the Committee, my name is Bob Lessard and I am a member of the Minnesota Senate and chairman of the Senate Environment and Natural Resources Committee. However, more importantly, I'm here today testifying before you as a private citizen who has had to live with national park service management practices by virtue of having been a landowner adjacent to Voyageurs National Park and a fishing guide and tour boat operator on Rainy Lake which is one of the principle lakes in Voyageurs National Park.

To orient you geographically, Voyageurs National Park is on Minnesota's international border with Canada stretching eastward where it nearly abuts the Boundary Waters Canoe Area Wilderness. Outside of my political career in the senate, I have a real job as a fishing guide where I operate a fly-in fishing camp just across the border and have guided on both Rainy Lake and adjoining lakes since I was 12 years old. And by the way, I'm good at it.

The reason I ran for public office 20 years ago and the reason that I still serve in the Minnesota Senate today is because of these types of issues which are before the committee today. The facts are that Voyageurs National Park should never have been designated a national park in the first place but rather a national recreational area.

Let me explain, from its inception we in northern Minnesota were told by the Park Service that the designation of Voyageurs as a National Park would be was suggested to be an economic boom for northern Minnesota. According to the Congressional Hearing Record Voyageurs was projected to get 1.37 million visitors annually within 10 years of its establishment. As a part of the enactment of the park the State of Minnesota was asked to donate tens of thousands of acres of land to the park. The State of Minnesota did so because of the promises of accrued economic benefit which would result from this designation. Indeed, the expectations for windfall recreation and economic benefits to the state were even reflected in state statute where it says and I quote:

> "the Voyageurs National Park...will be of especial and immediate benefit to the citizens of the state, due to its accessibility to them, and to the effect it may reasonably be expected to have on the development of tourism and related economic activities."

Well let's look at what happened? What's actually happened since the park was designated. What's happened is we have not realized even a fraction of the visitor use or economic benefits the park service promised when the Federal government tried to sell us on the notion that this park would be good for us. In fact, now nearly 20 years after its establishment the total annual visitation is less than 20 percent of what they promised. As a matter of fact, the visitor use is so dismal that in 1982 then director of the National Parks Service, Russ Dickinson proposed Voyageurs National Park as a pilot project for increased federal cooperation and attention to develop its outdoor

recreation potentials. He did so because Voyageurs was so woefully underutilized.

So here we sit nearly 20 years later, and over $50 million spent by the Park Service on facilities and land acquisition yet we only have 1/5 of the public use that was predicted. What has resulted is less and less accessibility and opportunity for general public use and enjoyment of the park. With each year since designation came more and more regulations restricting public use and more and more proposals for lock out of traditional recreational use of the park.

For example, in 1982 the Park Service proposed we have International Biosphere Reserve for the park which would have drastically restricted public use. Shortly after this proposal mercifully died a deserving death the Park Service came with another proposal, this time they offered up a major wilderness designation area within the park which again would have further restricted public use. The Park Service is still pushing for Wilderness Area Designation of a large segment of the park notwithstanding the fact that this is a proposal so bad that even former Governor Elmer L. Anderson, who is known as the father of Voyageurs National park opposed this wilderness proposal. Severe restrictions have been placed on snowmobiling and other recreational uses of the park. When it comes to this park, one thing is clear. The Park Service has never seen a restriction on public use and enjoyment of it that they didn't like.

thing is clear. The Park Service has never seen a restriction on public use and enjoyment of it that they didn't like.

For these reasons I was stunned to recently read a statement made by Interior Secretary Bruce Babbitt at a June 1994 Parks and Public Lands Subcommittee Hearing:

> " I think I can say flat out, without much fear of contradiction, that without exception, everywhere in the United States since the creation of the National Park System the placement of a land unit into national park status has been a direct, immediate, sustained, unyielding inducement to the creation of jobs and income. It is absolutely true everywhere."

Obviously, Secretary Babbitt has never been to northern Minnesota because Voyageurs National Park gives the lie to such a statement.

But Mr. Chairman it doesn't stop there. Voyageurs is just one domino in the Federal governments game plan to lock up northern Minnesota from Lake Superior to North Dakota. In fact, right next door to Voyageurs lie the Boundary Waters Canoe Area Wilderness and this federally managed wilderness was one of the original units included in the 1964 Wilderness Act. It had, at the time of designation, exceptions which allowed for some continued multiple use. But, in 1978 the so-called Vento compromise restricted motorboats and other uses of land and water which were specifically provided for in the enabling legislation. These restrictions proved so politically unpopular that it resulted in what became known as the "Minnesota Massacre" whereby a Republican Governor and two U.S. Republican Senators were elected as a backlash to the new wilderness restrictions called a

compromise. This area too has seen a never-ending series of restrictive regulations placed on its use.

And to the west of Voyageurs, the National Park Service together with the U.S. Forest Service proposed the designation of a "Voyageurs National Historic Trail" along the entire Minnesota/Ontario border taking in Lake of the Woods. One can only surmise from all of this that there is in the Federal Resource Management Agencies agenda a strong desire to regulate and depopulate the borderland of northern Minnesota.

Given this history, Mr. Chairman and members of the committee, I see no real prospect for workability and cooperation for the betterment of the people of Minnesota or elsewhere under the current management structure and management plans for these existing federal units. For these reasons then, I recommend to you that new management plans and designations be considered by the Congress. Only this time with such congressional consideration having full public participation. By that I mean Mr. chairman, that full public participation should mean the redrafting of management policies with the active participation by those whose lives and livelihood are directly affected and including the full range of outdoor user groups and sportsmen and women, snowmobilers whose views were never seriously considered in establishment of these areas. I couldn't be more certain that the kind of congressional initiative that I'm recommending to you today would be welcomed by the broadest range of Minnesota outdoor recreationist and local governments.

On behalf of myself, my community and sportsmen and women of Minnesota I sincerely thank you for the opportunity to present this testimony before you today.

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Senate
State of Minnesota

February 27, 1995

Senator Bob Lessard
Room 111 Capitol
St. Paul, MN 55155

Dear Bob:

As colleagues who represent northern Minnesota and the area around Voyageurs National Park, I know that we share many of the same concerns about the direction the federal government seems to be taking in managing the area. The constant effort to restrict usage and to move the VNP from the multiple use focus it was created under to a more restrictive status has alarmed our residents and fostered a deep distrust of government. In addition, the economic harm that would result from continuing down that path would be great.

Because you may not be as familiar with some of the issues surrounding the Boundary Waters Canoe Area, I wanted to take this opportunity to let you know my concerns and the concerns of the people in the area.

The most immediate concern of area residents is to re-open the three motorized portages, known as Prairie Portage, 4-Mile Portage and Trout Lake Portage, that were closed in 1992 after a lengthy court fight. To briefly explain the issue, the 1978 BWCAW Act, PL 95-495, gave the Secretary of Agriculture authority to determine if a feasible non-motorized alternative to truck portages existed at those sites. In 1989, after extensive testing, the Secretary found that no feasible alternative existed and the motorized portages were allowed to continue. In 1990, the U.S. Forest Service was sued by a coalition of groups opposed to multiple use who argued that "feasible" simply meant "possible" and that it was "possible" to use non-motorized portage wheels to transport boats over the portages. In 1991, U.S. District Court Judge Rosenbaum determined that it was not "feasible" to use non-motorized portage wheels to cross those portages and allowed the motorized portages to continue. In 1992, the U.S. District Court of Appeals reversed that decision.

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The closing of the motorized portages is the most easily remedied of the immediate problems concerning the BWCA: the lakes between the portages are open to motorized travel; the closings have made it impossible for anyone other than the most able-bodied to traverse them; and the closing of the portages has made it nearly impossible to re-supply the Canadian outpost at Prairie Portage, becoming one more restriction on the American side that is leading to the closing of that custom station, which will eliminate access to Quetico Park through Ely and create additional economic hardship in the area.

In addition to the motorized portages, the constantly changing and lowering of quotas for usage in the BWCA by the U.S. Forest Service has created major recreation and economic problems that need to be addressed.

As you know, Bob, there are bigger issues that concern me and the people of the area about the restrictions on the BWCA. At this time, however, I wanted to make you aware of a couple of issues that would be fairly easy to resolve and that would be consistent with current management practices.

I would greatly appreciate it if you would communicate our concerns to the various Congressional Committees that are responsible for oversight of Voyageurs National Park and the Boundary Waters Canoe Area.

Yours truly,

Doug

Douglas J. Johnson
State Senator

DJJ:rsl

TESTIMONY OF JOHN BARANEK BEFORE THE HOUSE COMMITTEE ON RESOURCES

"TRENDS IN FEDERAL LAND OWNERSHIP AND MANAGEMENT"

Thursday, March 2, 1995

Thank you Mr. Chairman for the opportunity to testify today.

My name is John Baranek. I am the president and general manager of a family farming corporation in Courtland, California. My grandfather first bought land in the Courtland area in 1890. We incorporated as a family run operation in 1921, and I am the third generation steward of the land. We farm 600 acres of wine grapes and manage 230 acres of levees, sloughs, and riparian habitat.

There are two points I would like to make today by sharing with the committee my personal experiences. First, I would like to demonstrate that the best steward of the land is the private land owner. Second, I believe the Fish and Wildlife Service should be required to have specific enabling legislation to create refuges and establish boundaries for them.

Our operation and those of our neighbors have always taken a proactive approach to management of private property in order to maximize its value for both agricultural and wildlife purposes.

We established the North Delta Conservancy, which is a local public land trust, a 501c3 non-profit corporation. Through private initiative, we are seeking to establish a thriving wildlife area which serves as an important stopover for thousands of ducks and other waterfowl on the pacific migratory flyway. We are educating and involving other land owners in the value of seasonal wetlands in flooding crop residues that have high value to feeding migratory waterfowl.

These private efforts are the best that can be done at Stone Lakes, because actually, Stone Lakes is a lousy place for a large scale refuge.

- - m o r e - -

Non-treated surface runoff from the Sacramento urban population flows through North Stone Lake, then is pumped into the Sacramento River at Freeport. The California State Water Resources Control Board has cited the section of the Sacramento River from Freeport to Hood adjacent to the refuge a candidate for "Toxic Hot Spot."

Virtually the entire refuge area floods in wet years, most recently in 1986, and earlier this year in 1995. Pictured here with me is the 1986 flood, which as you can see covers essentially the entire refuge area. This acts as a death trap for species that hibernate in the winter, such as the giant garter snake, which may drown before it is able to reach the surface and seek out high ground.

The area is designated a flood retardation basin, and cannot be zoned for residential or commercial development. Much of the area stands in the path of the city of Sacramento's urban sprawl, but it cannot be developed because of the frequent flooding. There is no need for federal bureaucrats, backed up by big city environmentalists, to "save" Stone Lakes. My family and my neighbors are doing just fine living among the ducks and other wildlife, and have been for well over one hundred years.

Fish and Wildlife began its involvement in this case by creating an "Interagency Policy Group" to assist with its initial plans, which were supposed to be limited to only the North Stone Lake area. This "Group," which was made up of nine government bureaucrats and zero local land owners, misrepresented to the public the true magnitude of their plans.

We as land owners felt comfortable with the original 5,000 acre refuge in North Stone Lake, most of which was already under a combination of state and county public ownership. To our surprise, at a meeting of the Sacramento County Board of Supervisors, we were introduced to a 74,000 acre study area as a proposed refuge! We became irate, and were able to convince the Supervisors to require Fish and Wildlife to add two directors from local reclamation districts to the "Group" membership. They were added to the "Group," which then never held another meeting!

Overwhelming public opposition forced Fish and Wildlife to reduce the 74,000 acre proposal to a 9,000 acre core area, with an additional 9,000 acre cooperative management area that you see here on this map. However, the current proposal is still well in excess of the 5,000 acre plan that was originally presented.

Fish and Wildlife acted in bad faith and is a bad neighbor. Unfortunately, their desire for centralized power and control is far more important than being honest and considerate to residents of the affected areas.

Throughout this process, the Service has proclaimed they are not enemies of property owners, because of the policy of purchasing only from willing sellers. Mr. Chairman, "willing seller" is a farce. It is a cruel hoax on land owners. It is part of the overall plan to bleed property owners dry, until they have no option but to sell, and no one to sell to except the New Lords of the Manor, the Fish and Wildlife Service.

When this refuge was created by the stroke of a pen from some bureaucrat in Portland, Oregon, property values of inholders became subject to reduced value due to lack of demand for the property. No one in the farming community is interested in purchasing land that comes under the influence of Fish and Wildlife refuge regulations. A part of the banking process to establish crop loans is to use land as collateral to guarantee the loan. Banks are less willing to lend once a government agency has cast a cloud over the future of a piece of property.

Mr. Chairman, the United States Fish and Wildlife Service is a two-faced, power hungry bureaucracy bent on grabbing land however they can. If the staff is spread too thin, they will shortchange another program. If they face owners unwilling to sell, they cast a regulatory cloud over private property. If their goals for a project are requested by local residents, they refuse to issue a comprehensive management plan.

This agency should be required to follow the same process as the Forest Service, the Park Service and the Bureau of Land Management requiring enabling legislation establishing refuge boundaries specifically authorized by Congress.

In the case of Stone Lakes, private land owners have done a much better job of managing their land than Fish and Wildlife could ever hope to do. The Service is so busy grabbing land that they face a substantial and ongoing deficit in operational funding, as you can see from the "Report to Region One Employees" attached.

Mr. Chairman, I ask the committee today to put a leash on the Fish and Wildlife Service. Stop them before they steal again.

- E N D -

THE STATE OF THE NATIONAL WILDLIFE REFUGE PROGRAM IN REGION 1

A Report to Employees
February 1993

The Refuge System is a national treasure that is becoming more and more visible to the public at large. With this has come a growing awareness of the importance of refuge habitats to our country's natural heritage. As those entrusted to manage this heritage, we are charged with an enormous responsibility. To meet this obligation we must assure that our management decisions today reflect our concerns for tomorrow. We must now decide how to stretch our limited budget in the face of program expansion and growing public expectations.

As we'll show in this report, a budget shortfall of approximately $7 million now confronts Region 1 refuges. How this deficit came about and what we intend to do about it are described below.

WHAT'S AT STAKE

Region 1 administers 108 refuges and a large number of easement areas totalling 4 million acres of wildlife habitat. These refuges:

- Support more than 50 endangered or threatened species;
- Provide the wetlands and uplands needed as nesting, migration, and wintering habitat for at least 8 million Pacific Flyway waterfowl and shorebirds;
- Maintain populations of formerly rare species such as pronghorn antelope and desert bighorn sheep, and vulnerable species like the trumpeter swan, sandhill crane, and sage grouse;
- Provide nesting sites for over 90 percent of the seabirds found in the western United States outside of Alaska;
- Host hundreds of thousands of visitors each year for wildlife observation, education, and recreation;
- Protect significant habitats and ecosystems that are not well-represented in other public land bases, such as salt marshes and Pacific Ocean islands.

WHAT HAPPENED TO OUR FUNDING? INFLATION.

Although we are getting more money for the refuge program than in 1985, the actual value of that money has gone down. Consider that:

- In 1985, the refuge management program in Region 1 was funded at $13 million.
- In 1993 the refuge program is funded at $15.6 million.
- Between 1985 and 1993, the Consumer Price Index (a measure of inflation) rose 35 percent. In other words, just to "stay even", the refuge budget should have increased to $17.7 million. If our responsibilities had stayed the same, the "buying power" of our budget would have decreased by over $2 million in 9 years.

INCREASED RESPONSIBILITIES ON EXISTING REFUGES

Our responsibilities have not stayed the same. For example, the list of endangered and threatened species grows each year. Species that needed little management in the past, such as shorebirds, are increasingly threatened by environmental changes and need more active care.

As facilities on refuges get older, they require more maintenance. Demand for public use has increased as refuges have become better known and as the need for outdoor education has been recognized. Instead of shrinking, our core budget should have increased by about $2 million. Adding this $2 million to the $2 million lost to inflation puts us $4 million "in the hole" just for refuges that existed in 1985.

NEW REFUGES WITHOUT NEW FUNDS

An even bigger contributor to our budget deficit is the addition of new refuge lands. Since 1985, almost 200,000 acres have been added to the Refuge System in Region 1: 11 new refuges, major additions to 9 exisiting refuges, and more than 50 smaller areas transferred to us under the "Farm Bill" (figure 1, page 3). Many came as the result of outside organizations asking Congress for the purchase funds. Unfortunately, they did not ask for operational funds to follow the acquisition funds.

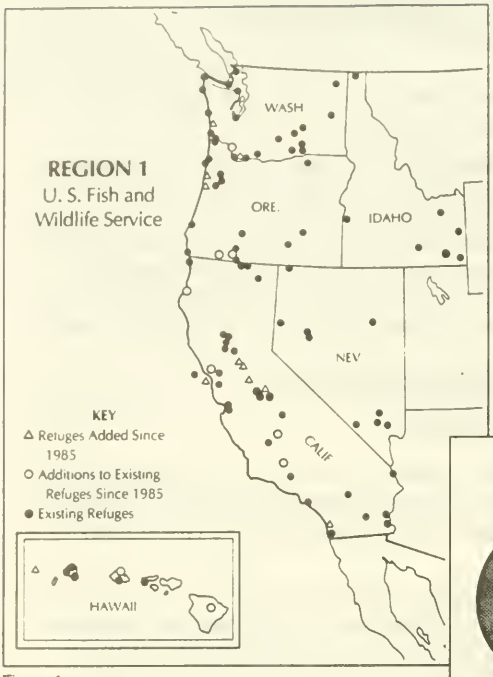

Figure 1

Based on the funding level for Region 1 refuges in 1985, addition of these new areas should have been accompanied by an increase of approximately $3.5 million annually in funding, plus $5 million to cover start-up costs. We actually received a little under $1 million in annual operational funding, and no start-up money (figure 2). Adding the $2.5 million deficit in annual funding to the $4 million shortfall due to inflation and increased needs on established refuges yields a budget deficit of $6.5 million.

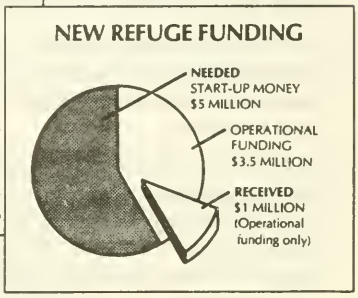

Figure 2

THE SHORTFALL GROWS

In 1993 we anticipate that 4 new refuges will be established in Region 1, but we do not expect new funds to begin administering them. Our limited resources will be increasingly overextended. If we add the minimum funding needs for these new refuges ($500,000) to the shortfall brought about by inflation and the growth of the refuge system since 1985, we are underfunded by approximately $7 million.

THE BOTTOM LINE

Without new funding, we will have to drastically cut our current program.

Our annual refuge budget must be increased by $7 million to ensure that our highest wildlife and public use priorities are met, and that the lands and facilities entrusted to us do not deteriorate further.

Until additional operational funding is received, Region 1 must cut back and reprioritize commitments to match existing funds with our highest priority programs. Doing this without jeopardizing our greatest public trust and land stewardship responsiblities will not be easy, but we will do it. "Business as usual" no longer exists, and we expect to make major changes over the next few years in how the refuge system in Region 1 is run. Between now and July 1993, we will develop a specific plan to:

- Reduce, and in some cases eliminate, public use programs with high administrative costs.
- Cut back on all but the very highest priority publications, training, routine wildlife surveys, travel, and other expenses.
- Streamline specific activities such as law enforcement.
- Reduce the number of permanent personnel working in the Refuge program.
- Focus new land acquisition on additions to existing refuges and to those high priority new projects having minimal start-up and operating costs.
- Defer staffing and active management of the most recently acquired refuges.
- Defer wildlife habitat improvement on refuges and involvement in cooperative habitat projects off refuges.
- Put certain refuges in full custodial status or other limited management status.

WE WANT YOUR HELP

Obviously, we are anticipating major changes in Region 1, and all of you will be affected personally by the decisions that are made. We don't want to make changes without a clear understanding of what effects these changes will have on the natural resources we are charged to protect. Each of you are invited to provide your comments and recommendations on how to best achieve this "belt tightening." You are also invited to participate in any of the work groups that will be developing the strategies for cutting back in each of the areas outlined in this document. Contact your supervisor if you want to be part of a work group. Send comments and recommendations to the Assistant Regional Director for Refuges and Wildlife by March 1, 1993.

The National Wildlife Refuge System is unique. Much of its potential is not being realized, and it deserves much more support than it has been getting. We hope its significance will be recognized and treated accordingly. In the meantime, we will have to make the tough choices necessary to ensure that out highest priority responsibilities are fulfilled.

Testimony Before

House Committee on Resources
2 March 1995

presented by
Terry L. Anderson
Professor of Economics
and
Senior Associate
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For the first one hundred years of the nation's history, land policy focused on transferring the public domain to private owners. Believing that a nation of yeomen farmers was the backbone of democracy, our forefathers set out on the nation's first privatization movement. Not only did this early land policy encourage productivity and resource stewardship based on the incentives associate with private ownership, it provided the fledgling country with a source of revenue for retiring the federal debt by the mid-1830s.

Today United States land policy has reversed. At the turn of the century, the federal government began reserving millions of acres for the federal estate. The U.S. Forest Service, the Bureau of Land Management (BLM), the U.S. Fish and Wildlife Service (FWS), and the National Park Service (NPS) became custodians of more than one-third of the nation's land. In the late 1970s, the "Sage Brush Rebellion" brought pressure to reverse federal land policy. The rebellion subsided with hopes pinned on the Reagan administration, but little changed.

Indeed budgets for the agencies that manage these lands have increased, funds for acquisition have marched upward, and the amount of land managed has increased substantially. The figures in the GAO report on *Federal Lands: Information on Land Owned and on Acreage with Conservation Restrictions*, are startling. Excluding two large transfers of federal land in Alaska to the state and to Indian tribes, the four agencies increased their domain by about 34 million acres between 1964 and 1993. Forest Service holding increased by 5 million acres, FWS by 65 million acres, and NPS by 49 million acres. The BLM experienced a decrease of about 85 million acres mainly because of transfers to FWS and NPS. Since 1993 the Forest Service has acquired 72,000 acres, BLM 27,000 acres, FWS 82,000 acres, and NPS 22,000 acres, for a total of 203,000 acres.

At the same time that the federal estate was expanding substantially, the amount

"encumbered" for conservation purposes grew from 51 million acres or 7 percent of federal holdings in 1964, to 131 million acres or 19 percent in 1979, to 271 million acres or 44 percent in 1993! With the wilderness bills pending such as the one for Montana that would have added more than a million acres to this list, it is only likely that this trend will continue.

Knowing this, we must ask what is the economic impact of expanding the federal domain and encumbering it with conservation restrictions. The first and obvious impact is that we have added more red ink to the federal deficit. Every one of the agencies consistently loses money despite the fact they manage billions of dollars in land assets. The losses associated with commodity production such as below-cost timber sales receive attention especially from environmental interests, but losses associated with recreation are also substantial, and most of this recreation occurs on the conservation encumbered lands. In fiscal year 1993, the U.S. Forest Service alone lost $557 million on commodity production (timber, grazing, mining, and minerals) and $474 million on recreation. All federal lands were projected to lose over $1.25 billion on recreation. In FY 1992 the forests in Region 1 lost money on every activity, but it was not logging, mining, or grazing that topped the list. Rather it was recreation that lost $23 million--25 percent more than logging and nearly five times more than grazing. The budgetary impact of land acquisition and encumbrances for conservation purposes are tremendous. [For details see Terry L. Anderson, ed. *Multiple Conflicts Over Multiple Uses* (Bozeman, MT: PERC, 1994).]

Quantifying impacts on the economy in general is a much more difficult task, but case studies on which I have worked are suggestive. In 1993 Donald Leal, my associate at PERC, and I reviewed a BLM Resource Management Plan/Environmental Impact Statement relating to the acquisition of land in several eastern Montana counties. That study ["Adding to the Political Estate: A Land Policy in Regress," Working Paper 92-10, PERC, Bozeman, MT] is attached for the record. According to the BLM's draft RMP/EIS [U.S. Department of the Interior, Bureau of Land Management, *Judith-Valley-Phillips Resource Management Plan and Environmental Impact Statement* (Draft), Billings, MT (July 1991)], the alternative land acquisition proposals ranged from a net decrease in BLM land of 146,021 acres to a net increase of 465,698 acres under the "preferred" alternative. The BLM claimed that the preferred alternative would generate an additional $6.0 million in economic benefits annually. Close examination of this estimate, however, revealed that $5.2 million of the benefits would be generated from privatizing 100,000 acres of BLM land. This was agricultural land that the agency was admitting would be managed more profitably by the private sector. The BLM estimates showed that livestock production on the newly acquired lands would lose $2.2 million and that forest products would generate a mere $0.1 million. The BLM claimed that recreation would generate an additional $2.9 million, assuming that there would be no recreational benefits if the land remained in private hands. This assumption is not sustainable. In fact the growth in fee-based recreation on private lands suggests that recreation can be profitable in the private sector, in which case it would not be a drain on the treasury as

it is under public ownership.

The fiscal impacts on local governments were also important. Buried in the RMP/EIS were assumptions that made it appear that payments-in-lieu-of-taxes would compensate local governments. Closer examination of the data, however, showed that a net-transfer of nearly 500,000 acres to the BLM would reduce county property tax revenue by $125,000 annually. In these sparsely populated counties, this revenue impact was not trivial.

I can only conclude from this case study that the economic impact of privatizing public land was positive, but the economic impact of adding 500,000 acres to the federal estate was negative. I have no reason to believe that this general conclusion would be different if similar studies were done for the 34 million acres added since 1964.

The economic impact of encumbering land for conservation purposes is a hotly debated topic. There is a growing number of studies arguing that the economies of western states are no longer tied to primary industries such as agriculture, mining, timber, or energy, and that these industries are being replaced by recreation and tourism. The basic idea is captured in the title of a Wilderness Society study, "The Wealth of Nature." The main contention of this and similar studies is that recreation and tourism creates jobs and that conservation encumbrances that protect the environment attract people and business to the western states. As Thomas Power put it in a report for "Voice of the Environment,"

> recreation in Montana's world-class natural areas is income in the same way that free access to any valuable resources boosts anyone's total income. This is part of what attracts and holds residents and their economic activity here. In addition, the availability of satisfying recreational opportunity here in Montana keeps income from leaking as quickly out of the state as it otherwise would.

[A comprehensive review of studies making these claims can be found in Leslie Kerr, *The Impact on Wages of Wilderness Designation in Montana*, Professional Paper for Master's Degree in Economics, Montana State University, May 1992.]

Romantic as this position might be, the data do not necessarily support it. In the first place, a thesis by Kim Christy at Utah State University (1988) entitled "Benefit/Cost Variables and Comparative Recreation Use Patterns of Wilderness and Non-Wilderness Areas" found that between 1967 and 1986 wilderness recreation was growing, but that the growth occurred between 1967 and 1976. Between 1977 and 1986, he found a negative growth rate. If the data can be extrapolated to other federal lands, we are forced to ask how much is enough.

I worked with Leslie Kerr (cited above), a graduate student at Montana State University in 1992, on this question. It is possible to test the hypothesis that wilderness

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reservations constitute a positive contribution to Montanans' incomes using similar techniques to studies that test whether sunshine adds to the incomes of people in Arizona. If additional wilderness acres (or sunshine) are a positive amenity, then we would expect people to accept lower wages to live near the amenities. Studies of sunshine in Arizona and of other amenities produce this result. Leslie Kerr collected data on personal income for several wilderness counties in Montana. Using regression analysis, she estimated the relationship between personal income per capita and wilderness, controlling for other variables such education and age. Her results show that an increase in wilderness acreage forces wages up. This implies that additional wilderness is a disamenity rather than an amenity. Therefore we must be cautious in accepting the Power argument that additional wilderness land is a form of "income." While these data do not measure the amenity or disamenity value of other public land classifications, they teach us to be cautious of assuming that encumbering more public lands with conservation restrictions is good for the economy.

Let me conclude by applauding the committee for undertaking this study of public land acquisition over the past 30 years. Not only do we need to find a way to balance the budget, we need to find a way to balance the management of natural resources by the private and public sectors. At a minimum we should make land management agencies earn a profit on the valuable assets they control. If they cannot and I doubt that they can given the incentives of bureaucracy, then we should reverse the trend found in the GAO report, and privatize some of the federal estate. It is worth recalling the words of Adam Smith in *The Wealth of Nations* published in 1776.

> In every great monarchy in Europe the sale of the crown lands would produce a very large sum of money, which, if applied to the payment of the public debts, would deliver from mortgage a much greater revenue than any which those lands have ever afforded to the crown . . . . When the crown lands had become private property, they would, in the course of a few years, become well improved and well cultivated.

Smith's insights from the eighteenth century apply no less to the federal government of the United States as we approach the twenty-first century.

Sacramento County
The Community of Trees

ILLA COLLIN
SUPERVISOR, SECOND DISTRICT

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March 1, 1995

Congressman Don Young, Chairman
House Committee on Resources
1324 Longworth House Office Building
Washington, DC 20515

Re: House Committee on Resources Hearing on March 2, 1995

Dear Congressman Young:

I understand that the House Committee on Resources will be conducting a hearing on March 2, 1995, regarding "Trends in Federal Land Ownership and Management." I am deeply concerned that the acquisition of property for Stone Lakes in Sacramento, California, will be discussed and may be negatively affected during this hearing. It is my further understanding that a panel member will be speaking during this hearing in opposition to the establishment of the Stone Lakes Refuge.

This letter is to again reiterate my strong support for continued federal funding to acquire property to establish the Stone Lakes Wildlife Refuge. For at least six years, Sacramento County has worked collaboratively with Congressman Vic Fazio, Congressman Robert Matsui, the Sacramento City Council, the Environmental Council of Sacramento (ECOS), and the Sacramento community to establish the Stone Lakes Wildlife Refuge. We have established a partnership in our community in support for the project. The Stone Lakes National Wildlife Refuge is also supported by many conservation groups including the Central Valley Habitat Joint Venture under the North American Waterfowl Management Plan.

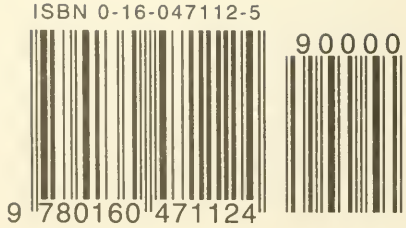
I would like to draw your attention to an important fact that more than one-half of the $5 million currently committed to the project for land acquisition and wetlands restoration comes from non-federal sources (County, State, and non-profits).

We need to preserve the Stone Lakes area, a rare remnant of native wildlife and plants, for future generations of Californians to enjoy and appreciate!

Please accept this letter of support and assure that it is made a part of the formal record of the March 2nd hearing.

Sincerely,

Illa Collin

ILLA COLLIN, Supervisor
Second District
cc: Congressman George Miller

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